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HUMAN RESOURCES

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LABOR

BATALIN ON WAGES, LABOR PRODUCTIVITY IN CONSTRUCTION INDUSTRY

Moscow EKONOMICHESKAYA GAZETA in Russian No 12, Mar 85 p 7

[Interview with Yuriy Petrovich Batalin, chairman, USSR State Committee for Labor and Social Problems]

[Text] The decree of the USSR Council of Ministers and AUCCTU [All-Union Central Council of Trade Unions] "On Improving the Organization of Labor, Wage System and Work Incentives in Construction" was recently published in the press. Yuriy Petrovich Batalin, chairman, USSR State Committee for Labor and Social Problems, describes its significance and content at the request of the editors.

For the first time, wage and work incentive issues in construction are being addressed in their close relationship to the improvement of the organization of labor.

In January 1985, the Politburo of the CPSU Central Committee examined and approved measures developed by the government and the AUCCTU.

The implementation of these measures will have a positive impact on raising the productivity of labor, on ensuring the activation of new projects on schedule, on the quality of construction, and on reducing the cost of construction work.

In combination with other measures to increase the effectiveness of construction, they will be instrumental in eliminating shortcomings in capital construction where the degree of organization is still insufficient, the quality of construction is frequently low, and construction deadlines are not met.

The decree on improving the organization of labor and the wage and incentive system in construction was preceded by an in depth study of everything of value that has been conceived at the building site and in the everyday practical effort of the collectives.

Several conferences in which the most experienced, nationally renowned teams participated were held at the USSR State Committee for Labor and Social Problems and at large construction sites. Many of their proposals and wishes were reflected in the adopted document. These questions have also been widely discussed in ministries and departments and intrade union committees.

[Question] The decree devoted a great deal of attention to collective forms of labor organization and wages. What new developments are contemplated in the development of the team form [of labor organization]?

[Answer] In recent years, there have been important changes in construction technique and technology, which required major reforms in its organization. One of most important directions of this work is the enlargement of construction-installation organizations, including teams.

The enlargement of teams will generate conditions that in general make it possible for the same collective to finish technologically complete phases of a construction project. It is important that this will make it possible to introduce a system of annual, quarterly and monthly planning of the work of production sectors and teams and will facilitate their conversion to cost accounting. The broadest possible diffusion of the team contract and the flowline contract is also contemplated. What is more, as experience is accumulated it is planned to convert collectives of production sectors and, subsequently, larger subdivisions to contract operation.

Everything possible must be done to raise the role of team councils and team leader councils in the management of production, in improving the organization of labor and in strengthening discipline. It is recommended that team leader councils staffed by representatives of general contractor and subcontractor organizations be established at construction projects. All this will provide the organizational basis for the more complete implementation of the Law on Labor Collectives.

I would also like to call attention to one more circumstance. For the purpose of raising the level of engineering leadership of teams and of establishing a closer relationship between the pay of line personnel and their performance, wherever feasible it is authorized to include engineering-technical personnel in enlarged teams and to entrust them with the leadership of such teams.

Changes have been made in the procedure for authorizing supplementary pay for leaders of primary work collectives. This supplementary pay will depend on the number of workers and the volume and specifics of the work performed. A new feature is that supplementary pay is now conditional upon the high-quality performance of targets by a team or link on schedule and on the state of labor and production discipline. In connection with the enlargement of teams and the formation of links within the teams, supplementary pay for link leaders is also being instituted.

[Question] What new features are being introduced in the organization of wages in connection with the further improvement of the economic mechanism in construction?

[Answer] A fundamentally new feature is the consistent transition to the calculation of wages for work performed on the basis of estimated construction costs, to the application of consolidated integrated norms and to the formation of the lump wage payment system based on final results (stage,

terminal, structure, project). It would seem that such an approach based on branch specifics can be applied not only to construction.

I would like to discuss one more question. The decree authorizes the management of trusts and equivalent organizations to use savings of the wage fund (with the consent of trade union committees) to increase the wage rates of highly skilled workers employed in especially responsible work for their vocational mastery. The raises will be up to 16 percent of the wage rate of workers in skill group 4; up to 20 percent for workers in skill group 5; and up to 24 percent for workers in skill group 5. These raises may be reduced or rescinded if performance indicators worsen.

The decree provides for the transition to the normative method of planning of the size of the executive and engineering-technical work force and its wage fund. This is a decision of fundamental importance. Today there is no alternative to normative planning methods. It is important that they are the basis of the system of incentives for operating with a smaller work force.

The entire saving of the wage fund resulting from the reduction of the number of managers, engineering-technical personnel and employees indicated in the norm (per million construction-installation works) is left at the disposal of the trusts and can be used to raise the official salary of officials, including managers, line personnel and managerial personnel of trusts and administrations, up to 50 percent. This will make possible the gradual transition to uniform wages for engineering-technical personnel and blue-collar workers since wages, based on their economic essence, can be equated with the extra earnings of piece-rate workers. And extra earnings, as is known, comprise a substantial and most dynamic part of the workers' earnings.

All categories of construction workers now have equal opportunity to raise their wages in proportion to the growth of their labor attainments.

[Question] What changes are being made in the bonus system to accelerate the activation of new facilities, to increase labor productivity and to lower production costs?

[Answer] First of all, it should be noted that the maximum sum of bonuses for the activation of production capacities and facilities--the equivalent of up to 6 months' salary a year--will be paid independently of other work indicators.

The source of bonuses based on this indicator is now guaranteed: appropriate funds within the assigned limits will be included in construction estimates and may not be used for other purposes.

General contractor organizations are being given greater opportunity to influence the work of subcontractors. In particular, management of general contractor trusts is authorized to reduce the bonus funds of subcontractor organizations for the activation [of production capacities] if they fail to complete their work according to schedule. The unused funds may be used to

pay bonuses to personnel of other organizations who help to accelerate the activation of corresponding production capacities and construction projects.

Management of construction-installation trusts is now also authorized to use part of the activation bonus funds to reward the personnel of industrial enterprises belonging to the trusts as well as personnel of motor transport organizations directly participating in given construction projects.

The proven practice of awarding bonuses to personnel in the form of an advance for the completion of important phases of large construction projects has been substantially expanded. It is authorized to use 50 percent of the activation bonus for this purpose. The remaining sum is paid after capacities and projects have been activated on scheduled and duly approved by the state acceptance commission.

Changes have been made in the system of general performance bonuses paid to managerial personnel, engineering-technical personnel and white-collar workers of construction-installation organizations. For high performance, they are paid a bonus equivalent to one month's salary a quarter, i. e., four months' salary a year. The breakdown of the bonus is as follows: up to 50 percent for fulfilling quarterly volume plans for construction-installation work while observing demands on the quality of construction; 25 percent for meeting labor productivity growth targets; and 25 percent for lowering the cost of construction-installation work.

Thus the overall maximum limit on bonuses is now raised from 6 to 10 months' pay: 4 based on performance and 6 for the activation of capacities and projects.

[Question] What occasioned the change in indicators and procedures for classifying construction-installation organizations in various pay groups?

[Answer] The need to increase the effectiveness of construction work on the basis of its consistent concentration. It must be said that of late, 5400 of the 27,000 primary construction organizations are performing a work volume less than 1 million rubles a year. Consequently, many trusts, construction-installation administrations and mechanized columns are operating at a level comparable to that of enlarged teams. The cost of construction-installation work in small organizations is 5-6 percent higher and productivity is 10-12 percent lower than in organizations with a work volume greater than 3 million rubles a year.

In this connection, it is planned to abolish trusts and administrations in the fourth group and to raise to 40 percent the volume indicators used to establish pay groups for managerial and engineering-technical personnel.

Under the new procedure, the first pay group will include trusts with a volume of construction-installation work in excess of 40 million rubles; the second group--25-40; and the third--15-25 million rubles. In order for construction-installation administrations to be established, they will be required to have a work volume of at least 3 million rubles. For a lesser work volume (but no

less than 1 million rubles), the establishment of cost accounting sectors is authorized.

It is stipulated that as a rule the establishment of new construction-installation organizations will be permitted only if analogous organizations in a given area have attained the indicators of the first group.

Measures are also provided for increasing the material incentive of officials to enlarge organizations and of construction organizations to increase their work volume. A flexible salary scale has been instituted to this end. Thus, when the work volume of construction-installation organizations in the second and third groups is raised by 30 percent compared with the minimum indicators, the salaries of managerial and engineering-technical personnel are raised as high as 10 percent; salaries in the first group are raised by 15 and 20 percent if an organization's actual work volume surpasses the indicators for the first group 1.5-2 fold, respectively.

As we see, the scope of these measures is vast. The conversion of capital construction--one of the most important branches of the national economy--to the intensive path of development will depend to a decisive degree on their implementation.

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LABOR

ECONOMIST DISCUSSES FORMULATION OF DISTRIBUTION POLICY

Moscow SOTSIALISTICHESKIY TRUD in Russian No 1, Jan 85 pp 7-18

[Article by L. Kunelskiy, doctor of economic sciences: "Activation of Distribution Policy at the Present Stage"]

[Text] Distribution as an integral part of the general process of expanded reproduction of the aggregate national product is determined by the character of the actual means of production and in turn exerts an influence on production and on consumption. Under the conditions of socialism, it plays an active role in increasingly fuller satisfaction of the growing material and spiritual needs of man. The question concerns consistent ensuring of social justice, which under present-day conditions anticipates undeviating implementation of the principle of distribution in accordance with the labor contribution to public production of each worker and collective. "Indeed the development of production," K. Marx pointed out, "...most often is stimulated by that means of distribution which makes it possible for all members of society as comprehensively as possible to develop, maintain and display their capabilities." (Marx, K. and Engels, F., "Soch." [Works]. 2nd ed., Vol 20, p 206.)

The practical realization of the principle of distribution according to labor contributes to an effective distribution policy that ensures accustoming man to labor and causes him to strive for higher production achievements, exerts an influence on improving the structure of consumption and expansion of the needs of a spiritually developed person and at the same time operates against petty-bourgeois acquisitiveness. The objectives and principal means of carrying out this distribution policy obviously will be retained up to transition to the communist method of production and distribution of material wealth. But naturally it consistently changes on the basis of the concrete tasks of the corresponding stage of development of socialist society. What conditions and factors have been responsible for activation of the distribution policy at the present stage?

I

In the period of mature socialism, the basic directions of activation of the distribution policy are determined on the whole by the main social and economic tasks of the present stage and by future tasks. From this it is clear as to how important it is to ensure all-round interaction of distribution with carrying out the transition to intensive methods of management in all sectors and spheres of activity. Intensification in practice means the dynamic development of production and output of production with high consumer qualities and with the smallest possibly expenditures of all types of resources. In this connection, it is necessary to strive with all means for acceleration of the rate of raising labor productivity, all-out reduction of material- and power-intensive production and improvement of indicators of yield on capital and other qualitative characteristics of production.

From the point of view of distribution policy, it is important here to take into account two kinds of circumstances. On the one hand, raising work efficiency makes it possible to steadily increase the output of consumer goods. Furthermore, both under existing conditions and in the future raising of labor productivity is in most sectors not only the determining but actually the only factor in increasing production volume. This means that a real production base for further growth of the people's well-being and the possibility of carrying out a distribution policy depends rightly and directly on acceleration of the growth rate of labor productivity and a sharp turn to intensive methods of management in the immediate years ahead.

On the other hand, it is necessary to increase the influence of distribution policy on improvement of the end results of work. Effectiveness of distribution directly depends on how with the aid of various kinds of economic levers and stimuli, social institutions and factors an influence is produced on the chief productive force of society--the man of labor. The question concerns improvement of general and vocational training, strengthening the work capacity of the individual, subsequent changes in labor, raising its creative character, increasing the effectiveness of material and moral stimuli in regard to labor and the development and improvement of payments and benefits from social consumption funds, that is, in essence creation of necessary prerequisites for highly-productive and efficient labor. All this predetermines a comprehensive approach to the solution of this most important national-economic problem. Thus, it is difficult to overestimate the importance of step-by-step realization of measures prescribed by the school reform, first of all those aimed in addition to improvement of universal secondary education at the introduction of universal labor and vocational training of the youth. Systematic improvement of medical assistance to the population and strengthening of the health of workers. A major contribution to the improvement of production conditions is achieved in the course of implementation of measures for eliminating manual work and heavy physical labor. Successive solution of the housing problem and expansion and

improvement of the social and personal-services infrastructure exert a growing influence both on attracting and keeping personnel and on bolstering their labor activity.

Growth and improvement of organization of wages are necessary for increasing their influence on end work results and on the whole for increasing interest in highly productive labor. It is also important for the price-formation system to more actively influence the formation of a rational consumption structure. Under the conditions of mature socialism, the influence of moral stimuli is constantly growing on indicators of labor activity, and in this connection on the role of socialist competition in strengthening a conscious creative attitude toward labor. Improvement of the whole system of social security occurs not only by means of expanded aid to families with children, activation of demographic policy and raising and improvement of pension security. It is also developed in the direction of an increasingly close connection between payment of grants, pensions and benefits and the results of labor activity.

The mechanism of implementation of an active distribution policy anticipates improvement of the planning system at all levels, activation of the economic mechanism, bolstering rights and increasing accountability of enterprises as well as expanding the independence of labor collectives.

Thus the implementation of diverse social and economic measures together with organizational, planned and financial measures is closely interconnected and contributes to consistent strengthening of the socialist principle of distribution. All-round consideration of the labor contribution of each person and of production collectives is the basis of a socially just distribution policy under socialism.

The implementation of an active distribution policy should ensure an increasingly fuller and more comprehensive satisfaction of the growing needs of workers and a gradual transition to rational norms of consumption. The attainment in the immediate years ahead of more fully coordinated production, consumption and balance in the growth of the monetary income of the population with its commodity and material provision should be an important stage in this process. Systematic drawing closer to a rational level of consumption of basic food products is being achieved on the basis of realization of the food program. Just in 1983-1984, the total volume of agricultural production increased approximately by 20 billion rubles compared to 1981-1982. Growth of milk, meat and egg production made it possible to boost consumption by the population of a number of valuable animal-husbandry products and to improve the nutritional structure.

At the same time, in fulfillment of the decisions of the October (1984) Plenum of the CPSU Central Committee, a number of major additional measures aimed at the solution of the food problem are being carried out. For the systematic intensification of agricultural production, a long-range program of land reclamation was developed and is being realized. It is planned to significantly expand in a comparatively short time the area of irrigated and drained land in order to have a stable food fund for the country independent of weather conditions.

As for nonfood consumer goods, here it is necessary first and foremost to significantly improve the quality of manufactured goods in accordance with the growing requirements of the population. The dialectics is such that satisfaction of some needs inevitably leads to the appearance of new diverse needs. At the same time, growth of the population's income and in view of a rise in the general level of consumption, the actual process of change in demand are speeded up, and that means a change in the dynamics and structure of demand for daily-use and durable goods. These circumstances should be more fully taken into account in the operation of sectors and enterprises producing consumer goods. In the service sphere, it is also undoubtedly necessary to put to use large reserves for the purpose of satisfying people's needs for the most diverse services.

In order to improve the correlation between monetary income and the necessary coverage for them with commodity resources, contractual ties between enterprises of the light, food, and local industry and trade are being systematically strengthened. Subsequently with the development and strengthening of these ties, it will evidently be possible to assume a position where the wage fund of group-B industrial enterprises and other funds for the social needs of workers would be formed in direct dependence on the amount of profit for their produced items sold in trade.

Taking into consideration that in the production of consumer goods, not only group-B industrial enterprises participate but also those in other sectors, the question of their share in general production deserves consideration. In our opinion, although it is increasing, it is still doing so at an inadequate rate. Thus production of the said goods in group-A sectors of industry, in 1980 amounting to 28.6 percent, had increased by only one point by the beginning of 1984. At the same time, the relative share of construction materials, chemical and pharmaceutical items and glass, porcelain and earthenware in the aforesaid volume amounts to only tenths of a percent. The introduction of targets for production of consumer goods calculated per ruble of the wage fund in sectors of industry will help improve the situation.

It is hardly possible or feasible to secure in all sectors of heavy industry the production of such a volume of consumer goods as would completely correspond to the wage fund of each sector. But there where this is practically possible, it would be worthwhile to be concerned with increasing the contribution to production of goods for the people. Incidentally, even now in a number of sectors such as the automotive industry, the instrument-making, petrochemical and chemical industry, machine building for light and food industry and the timber and pulp-and-paper industry, output of consumer goods significantly exceeds the wage fund (and at many enterprises by more than two-threefold). It appears quite realistic to significantly expand the range of such production operations in the immediate years ahead.

From the point of view of improvement of the balance between income and expenditure of the population, it would be useful to devote more attention on assessing the state of affairs with respect to the population's monetary resources and to analyze the dynamics of deposits in savings banks. In 1980, their total amounted to 156.5 billion rubles and in 1983--to 186.9 billion

rubles. In other words, deposit growth amounted yearly roughly to 10 billion rubles. There has been a significant growth both in the number of deposits (from 142.1 million to 158.1 million) and in their average size (from 1,102 to 1,182 rubles). This means that the size of the population has increased which is able to spend a part of its income immediately and to put into savings another part. Growth of the amount of deposits in savings banks undoubtedly reflects the process of the rise of the people's well-being and the improvement of possibilities for workers to produce savings required for the acquisition of relatively expensive goods, especially durable goods, organized rest and tourism, for cooperative and individual construction and the like. Moreover, despite a universal system of pension security and an increase in sizes of pensions, a portion of the population sets aside funds for use after they go on pension. All these are natural and necessary savings.

At the same time, growth of deposits also means so-called deferred demand of the population (nonsatisfaction of needs for a number of different goods or services). Solution of the problem of satisfaction of deferred demand and growth of the balance between the population's income and expenditures is theoretically possible in three basic directions: holding back growth of wages, change in prices and expansion and change of the structure of consumer-goods production and upgrading their quality. Different combinations of these directions are not excluded. What would it be possible to propose if we were to concretely proceed from the situation developing under present-day conditions?

In reply to this question, it is necessary first of all to take into consideration the transition to intensive methods of operation and in this connection to the rate of growth of labor productivity, which would require enhancement of the stimulating role of wages. As the whole experience of economic construction in our country and in other socialist countries shows, an increase in material interest is predetermined by the direct dependence of wages on work indicators.

In our country a policy has been carried out now for a long period of time of retaining unchanged the level of prices for basic goods of mass consumption. Furthermore, with the existence of real possibilities, reduction of prices for goods of this kind is frequently carried out. Thus in September 1984, a fourth reduction of prices was made in the preceding 1.5 years that included a number of goods of mass demand: fabrics, knitted wear, stockings and socks, some goods of cultural and personal-service designation. In this connection, the population gained solely from this reduction of prices 2.2 billion rubles annually.

In the future, it will be important to increase the flexibility of price formation in order to stimulate with the aid of this instrument the production namely of those consumer goods and services which enjoy a high demand and better satisfy the growing needs of the population. At the same time, it apparently would be useful to carry out a timely revision of prices so as not to permit overstocking and to more quickly react to style changes, to arrange for seasonal sales of items and the like.

For the successful solution of the problem of satisfying the growing demand of the population's demand, the main thing is constantly to increase production, to expand assortment, to improve the quality of manufactured goods and more strictly to take into account consumer demand in compilation of plans of deliveries of consumer goods to trade and targets of the service sphere. As for the reverse influence of distribution on production, the achievement of a high level of correspondence between income, consumer demand and its satisfaction makes it possible not only to better satisfy the needs of workers but also at the same time increases the stimulating role of wages. Under this condition, the connection of increased pay to fuller satisfaction of the needs of workers and members of their families becomes more real. Moreover, this would help to more quickly eliminate such negative influences as unearned income, speculation, bribery and the like.

In the sphere of distribution there undoubtedly should be continued and strengthened the policy of systematic realization of the very big social tasks of developed socialist society and systematic rise of income primarily on the basis of an increase in the contribution of labor to public production. Its idea is for the greater part of the population to draw nearer step by step to the use of basic material wealth and services on the rational norm level. It would be advisable to combine this process with a gradual increase of families' income. Thus in recent years, there has been a sharp reduction in the number of families with an income of up to 50 rubles and up to 75 rubles per individual, and the size of the population in families with higher incomes has significantly increased. Whereas in 1970, 18 percent of the population had an income of 100 rubles a month as an average for each member of the family, in 1980, the figure was about one-half of the population and in 1983--almost 60 percent.

With a general increase of average income, the sizes of its increase for different social groups can change in different ways while differentiation of income can in principle remain unchanged, increase or decrease. It is primarily predetermined by corresponding differences in wage levels and rates of growth. Over the course of a quite extended period (from the middle of the '50s to the end of the '60s), a policy was conducted primarily for growth of the minimum wage compared with its average size. On the whole for the period from 1955 to 1970, the minimum wage increased threefold and the average wage--1.7-fold. And while in 1955, the average wage exceeded the minimum wage 3.6-fold, in 1970 the figure was only twofold. In the '70s, the growth rate of the average and minimum wage was roughly the same--17-18 percent. In regard to raising the minimum wage from 70 to 80 rubles a month, it began only in the 11th Five-Year Plan: a new minimum was established together with an increase of rates and salaries for workers of the coal industry and mine construction.

Selection of trends of differentiation of income and wages is not a simple matter and is far from always solved identically. But a leading role should be played by the concrete developmental needs of the country and the national economy. Under the conditions of intensification of production, motivation is moved to the forefront of those workers whose labor determines the rate and scale of scientific and technical progress: designers, technologists, skilled workers and the like. The possibilities of growth of wages of workers of relatively simple labor also should be based primarily on the rise of the

productivity of their labor, growth of vocational skills and mastery of new occupations. These processes are especially accelerated in connection with implementation of a policy of mechanization and automation of production and increasingly wider spread of certification and rationalization and removal from operation of obsolete and little-effective workplaces, employment of brigades of the new type and in this connection wide interreplacement of their members and so forth.

The character and degree of differentiation of income is influenced by the carrying out of an active demographic policy aimed at increasing the aid of the state to families with children as well as improving pension security. These measures significantly influence equalization of average per-capita income in families. After all, income level per family member depends specifically on the presence or absence of dependents (first of all children as well as pensioners).

Implementation of measures connected with reduction of manual labor also has an effect on differentiation of income, and it makes itself felt variously. In some cases, an upgrading of workers' skills and positive changes in the occupational structure of the employed occur; in other cases--the use of flow lines results in impoverishment of operators' working functions and of those that service them. In order to overcome such negative consequences, additional measures are required, including shifting of workers, mastery of related occupations, operations and the like.

So far a serious problem continues to be the pay of persons engaged in manual work, especially in sectors of heavy physical labor as well as in nonprestigious and unattractive operations. Enterprises and organizations for the purpose of attracting people to work of this kind in many instances boost their pay. Consequently the more actively reduction of the use of manual labor proceeds, the more quickly is it possible to reorient funds of money for increasing the motivating role of pay, that is, to more closely connect it to the end results of production.

On the whole, differentiation of income under the conditions of an active distribution policy should clearly be based on increasing liberality in rewarding those workers and collectives who make the biggest contribution to the development of production and the solution of problems of speeding up scientific and technical progress and raising work efficiency. At the same time, it is necessary to consistently and undeviatingly apply measures of pressure and to punish, including with the ruble, slack workers, loafers and violators of labor discipline.

An important social task that is solved comprehensively, including appropriate measures in the sphere of distribution, is systematic drawing closer of the income and living standards of urban and rural workers. In conformity with the food program, wide-scale housing construction is going on in rural localities, houses are provided with amenities, and the infrastructure is developing at an accelerated pace. In addition to this, measures are being implemented that are aimed at increasing material motivation of rural workers. All this makes it possible to consistently reduce differences in the real income of kolkhos farmers, workers and employees. Thus while real income of

kolkhoz farmers computed per family member in 1960 amounted to 70 percent of the level of the average income of workers and employes, in 1970 the figure was 80 percent and in 1983--more than 90 percent of the income of workers and employes that had grown significantly during these years. With retention of the aforesaid tendencies, it is possible to expect that in the immediate years ahead, a major social problem will be solved--the real income of kolkhoz farmers and of workers and employes will be equalized.

The circumstance that in recent years the flow of the agricultural population to cities has begun to be reduced. In 3 years, the migration of people from rural areas decreased as a whole by 8 percent and in the Russian Federation by 24 percent. Under these conditions, in the solution of the problem of all-out intensification and industrialization of agricultural production, it is important to systematically work for strengthening the relation of further growth of wages and the total amount of income of agricultural workers to specific achievements in work and to a rise in yield and growth of labor productivity.

It is impossible not to note the great importance to the implementation of an active distribution policy of careful consideration of the developmental special features of the country's national economy. They are primarily connected with the varying level of availability to regions of the required manpower, the shares of those employed and unemployed in public production, existing national traditions and regional special features from the point of view of the structure of sectors and of the occupational and skill composition of employed workers, including persons of indigenous nationality and the like. From this arises the objective necessity of carefully thought out measures for increasing the influence of distribution policy, first of all wages, on raising efficiency of labor and at the same time selection of appropriate lines of development of public consumption funds from the point of view of drawing the unemployed population into public production.

These measures should contribute to improved use of the labor potential for the country's regions. The question concerns the employment of different social factors for significantly boosting efficiency of the work of persons employed in the majority of labor deficit regions of the country. It is important for the entire growth of production volume here to be secured entirely on the basis of higher labor productivity and in the majority of cases with release of a portion of employed persons. It is difficult to overestimate the accomplishment of a number of serious measures in the field of development of the social infrastructure, housing construction, improvement of regional regulation of pay and the like in order to promote attraction and retention of personnel in the rapidly developing northern and eastern regions of the country. Finally, it is important to use such social factors as improvement of national cadres of skilled workers and growth of places in children's preschool institutions for the fuller utilization of manpower resources in Central Asia and in certain other regions of the country where the share of persons engaged in private farming and household work is relatively high.

II

An effective distribution policy, contributing in every possible way to the development of public production and strengthening of the connection of income to the labor contribution of workers, should at the same time assist in the solution of basic social problems of a mature socialist society and the inculcation of a conscientious and creative attitude toward labor and systematic transformation of it into the first life need of a person. All this requires appropriate improvement of the entire mechanization of realization of the distribution policy, including planning and determination of funds for payment of labor and carrying out of social and cultural measures, improvement of wage organization as well as of the manner of assigning payments of different kinds of benefits from social consumption funds.

It should be considered that at the present time in the total amount of revenues in a worker's family so far three-fourths consist of income from wages. In turn, the absolutely predominating part of the funds going for payment of labor belongs to the wage fund. It is characteristic that whereas until recently the sizes of these funds depended insufficiently on indicators of the production activity of enterprises and were primarily determined on the basis of the attained level, during the 11th Five-Year plan a normative method of planning the wage fund was employed in most sectors of industry and construction ministries. The essence of this method is that the wage fund becomes directly dependent on the end results of the work of production collectives. An increase or reduction of the funds coming under the disposition of enterprises and organizations depends on change in production volume or accomplished work and on higher labor productivity and improved production quality.

In the implementation since the beginning of 1984 of a broad-scale economic experiment, a number of new, essentially important measures aimed at bolstering the effectiveness of the normative method of planning have been carried out. This includes first and foremost greater substantiation of norms and their stability. In the determination of norms, such objective factors were taken into consideration as the labor intensiveness of manufactured products, the state of norm setting of labor and the like. A procedure was introduced in accordance with which norms established in the plan for each year of the five-year period would not be subject to change or reconfirmation. Furthermore, strengthening of stability of norms is helped by the fact that in the experiment they are established as a rule for growth of the wage fund, that is, in a share corresponding to each point (percent) of growth of production volume computed in net or normative net production or according to other indicators most precisely reflecting the actual labor efforts of collectives. At the same time that portion of the wage fund which could be subject to significant changes (for example, money for startup of newly erected projects) is determined separately in an absolute size for the duration of the entire time set by norms that would be needed for attaining projected technico-economic indicators.

In industry and in the sphere of services, trade, material and technical supply and in a number of other sectors, a part of the money for payment of labor comes from enterprises' and organizations' own accumulations in dependence on final indicators of their work and makes up the material-incentive fund.

The share of different payments from the material-incentive fund in the total earnings of industrial workers at the present time amounts to approximately 8 percent. The manner of forming and utilizing this money is being consistently developed and improved. Thus under the conditions of the economic experiment, there is provided in industry a dependence of the sizes of the said funds to reduction of outlays per ruble of commodity production or increase of profit (corresponding to the specific conditions of production in the sector). With their help, the interest of collectives is significantly increased in fulfilling plans of production sales while taking into account delivery commitments in accordance with concluded contracts and supply orders. At the same time, the material accountability of collectives is increased for nonfulfillment of the aforesaid plans. At those enterprises which specialize in manufacturing products for production use, the size of the material-incentive fund likewise depends on growth of production of consumer goods per ruble of the wage fund. This measure was introduced in order to motivate them to expand production of consumer goods.

It is also important to point out the fact that the size of material-incentive funds reflects additional profit received through incentive increases for the manufacture of products corresponding in their parameters to the best domestic and foreign examples as well as for products with the state Seal of Quality. However, in sectors producing consumer goods, funds are increased through incentive increases of retail prices for new goods of improved quality (with the indicator N). Material-incentive funds are correspondingly reduced in the case of output of products subject to removal from production.

There is no doubt that the implemented measurements, including those on increasing the effectiveness of use of material-incentive funds have contributed to a significant improvement of operational indicators of enterprises particularly from the point of view of fulfillment of the delivery plan and higher labor productivity. A portion of the ministries fulfilled the delivery plans as a whole by 100 percent. At all ministries where the experiment is being conducted, the share of enterprises not fulfilling the plan for this indicator has sharply decreased.

Together with the necessity of economically and socially validly assigning money for wages, it is also important to secure right correlations between growth of productivity and growth of wages. By maintaining this national-economic proportion, we acquire thereby the possibility to achieve the necessary accumulations for further expansion of production, establishment of funds allocated to the sphere of distribution by means of social consumption funds as well as for the accomplishment of other social measures. In 1981-1982, these correlations deteriorated principally in connection with a lag in the growth rate of labor productivity. Furthermore, at many enterprises and sectors, the growth rate of the average wage began to draw ahead of growth of

labor productivity. The adopted measures for accelerating the rate of labor productivity were conducive to improvement of these correlations. At the same time, for the purpose of creating a certain mechanism making it possible to reliably secure a correlation between growth of labor productivity and growth of wages, normative correlations between these indicators began to be used beginning with 1984 in the sectors and at industrial enterprises. This means that the possible size of increase of the average wage was determined in advance for each percent of labor-productivity growth.

It is natural that norms were established differently for sectors. They take into account the specific character of the work performed in them and particularly the difference in labor outlays for the production of the end product. Their sizes are differentiated for specific enterprises. In the case of violation of plan norms, the corresponding part of the material-incentive fund is reserved until the correlation is restored. If the normative correlations are not secured before the end of the year, then the reserved sums on the wish of enterprises either go into funds of social and cultural measures and housing construction or continue to remain in reserve, that is, they are retained at the enterprises in all cases. But at the same time, money unsecured by a corresponding growth of labor productivity cannot go into circulation.

Without a doubt the chief way of ensuring proper correlations between growth of labor productivity and wages is that of accelerating the rate of rise of labor productivity. In the control and regulation of these processes, an important role is played by norms. For this reason, proposals for the abolition of these norms are hardly justified. It is noteworthy that in those sectors where norms have not been established (for example, in construction) numerous cases are noted where growth of wages draws ahead of growth of labor productivity.

The procedure of establishing norms undoubtedly needs to be further improved from the point of view of their substantiation and refinement of those payments which are not taken into account in the determination of actual correlations and are connected with economy of the wage fund (in view of reduction in size of personnel as well as contingent upon various kinds of price increases in the case of manufacture of products of the highest category of quality and so on). But on the whole, this is an economically and socially fully justifiable measure.

On determining the total amount of money for wages in dependence on the final indicators of operation of the association or enterprise, it becomes necessary to deal with their proper distribution among collectives and individual workers so as to reflect as accurately as possible the contributions of each to the total results of labor. At the same time, it is necessary to be guided by the instructions of Comrade K.U. Chernenko to the effect that "one of our chief concerns should be to always carry out everywhere the socialist principle of distribution according to labor. Whoever works with all his energy necessarily ought to have advantages in regard to pay." (Chernenko, K.U., "Narod i partiya yediny. Izbr. rech'i i stat'i" [The People and the Party Are One. Selected Speeches and Articles]. Moscow, Politizdat, 1984, p 13.)

In the sphere of wages serious measures have been adopted in recent years. They are aimed at attracting and holding personnel in a number of leading sectors of industry and the national economy and additionally motivating accomplishment of work with a smaller number of personnel, encouragement of economy of material resources and the like. But in the organization of wages, deficiencies and unresolved questions have accumulated. The main defect is that in a number of cases wage leveling, which is intolerable under the conditions of socialism, still exists.

For the purpose of overcoming existing negative factors and more consistent implementation of the principle of distribution according to labor, it is necessary to systematically improve all the basic elements of wages. At the same time, it would be advantageous to combine centrally implemented state measures relating to raising and improving wages with all out strengthening of the initiative of enterprises and labor collectives in the field of determine of sizes of wages of workers in accordance with their labor contribution.

As we know, the wage rate system is a basic part of the whole mechanism of organization of wages. With the help of payment according to wage rates and salaries, the state has the possibility to regulate wages and to ensure the reflection in wages of qualifications of workers and complexity of the work they do and conditions and intensiveness of work, that is, to make a correct evaluation of quality of labor. This creates the necessary prerequisites for a valid determination of the amount of labor on the basis of broad employment of progressive technically based norms and norms of labor outlays. The formerly operative procedures of introducing new rates and salaries meant higher pay primarily in the predominant part through the means of the state budget. It has made it possible to improve correlations in remuneration of labor, to raise the role of rates in wages and to solve a number of other problems of improving pay and norm setting of labor. But there is also no doubt that this procedure has inadequately provided for interrelation of growth of wages to concrete work indicators and has poorly affected raising production efficiency.

In the future, with introduction of new, higher wage rates and salaries, it would be useful to utilize these measures in every way possible for the solution of major national-economic problems. We refer to the social consequences of growth of wages and to increasing their role as an economic stimulus. For this reason revision of the rate system is necessary so that the need of development of scientific and technical progress, growth of occupational skill connected with it and change in the vocational skill makeup of persons employed under conditions of universal intensification of production are fully reflected in it. All this should be comprehensively taken into consideration in the sizes of wage rates and salaries, in correlations between them and in the requirements contained in the rate and qualifications handbooks and other materials determining pay based on rates. At the same time, the need is clear for a radical change of the actual procedure of introducing new wage rates and salaries in such a way as to ensure the direct dependence of raising wages on growth of labor productivity and to relate it directly to improvement of production indicators of work and, in particular, to the release of a portion of personnel and mass revision of

obsolete and lowered norms and to the elimination of various kinds of payments not connected with the results of labor.

As for increasing effectiveness of use of over the rate portion of wages, bonuses, rewards, additions and additional payments (incidentally now comprising quite a significant portion of the total earnings) should be aimed as a reward for basic indicators of production activity. As different kinds of sociological studies show, should this rewarding portion amount to roughly one-fourth or one-third of total payments relating to wages, it could then be considered sufficiently palpable and effective. Among the payments, primary attention should be paid to those which directly affect growth of labor productivity, improvement of product quality, and economy of material, fuel and power resources. Then it will be possible to count on enhancing their role in the solution of problems of intensification of the economy and in affirmation of the principles of cost accounting from top to bottom from the enterprises as a whole to its subdivisions, including the primary production cells--the brigades. In order to overcome formalism, which unfortunately still occurs in dissemination of cost accounting, it is important to use planning and reporting indicators and the system of stimulation as applying to all levels of operation while of course taking into consideration the specific features of operation of shops, sectors and brigades.

In this connection, bolstering the stimulating effect of the bonus system is of special value since the bonus is the most mobile element of wages, directly affecting the work results of all categories of workers: piece-rate and time-rate workers, managerial, engineering and technical personnel and employees. From the point of view of the structure and end results of production, the provision of a direct connection between bonuses and the work indicators of brigades, sectors, shops, enterprises and associations as a whole right up to the subsector and the sector is of important value. At the same time, as shown by practice, the employment of various kinds of supplements and additions to wage rates and salaries, ensuring motivation of workers for upgrading their qualifications, growth of occupational skill, holding two jobs and performing work with a smaller number of personnel, is most effective. Consequently, an effective mechanism of organization of pay must be so erected that all the basic components of remuneration of labor directly depend on the quantitative and qualitative indicators of the labor activity of collectives and individual workers. In practice, this means growth of the role of pay in the solution of problems relating to intensification of the economy.

The processes of activating distribution relationships are manifested very clearly and graphically today on the level of primary labor collectives--in brigades. Brigade forms of organization and stimulation of labor already at the present time predominate both in industry and in construction. The central problem is to introduce everywhere the most effective brigades of the new type where the collective interest in end results is realistically achieved with the help of a single order for the entire brigade. As for distribution of total earnings while taking into account the labor contribution of each individual, here success accompanies those collectives where the workers themselves have become involved in this matter. The question is in particular distribution of earnings with the aid of a coefficient of labor participation and where the collective of the brigade or

its council takes into consideration the most diverse aspects of the labor activity of each person, including attained production indicators, quality of production and completed work as well as the state of labor discipline, training of young workers, provision of assistance to them in the work, bringing up laggards and the like. Incidentally, the effectiveness of this system of distribution also depends on the validity of pay according to wage rates, inasmuch as the determination of the overall collective pay and evaluation of the quality of labor of each member of the brigade depends directly on the rates employed.

Characteristically, the principles of collectivism are being systematically improved and strengthened in their dissemination to subdivisions larger than brigades--sectors, shops and so on. This is achieved on the basis of use of contract forms of organization and stimulation of labor where the collective assumes the obligation of fulfilling an appropriate volume of work on time and with requisite quality. Payment and appropriate reward are made for end results regardless of with what number of workers they are achieved.

Experience is gradually being accumulated of ensuring the collective interest in the labor achievements of the brigade not only of workers but also of engineering and technical personnel, first and foremost foremen and line personnel. This is really achieved through their inclusion in the brigade and determination of earnings on the basis of indicators of their work or by an appropriate change in the reward of such engineering and technical personnel as designers, technologists and mechanics and the like whose labor is directly connected to the work of the pertinent brigade or several brigades--the size of their reward is made directly dependent on the production achievements of the brigades.

In the mature socialist society, achievements in the matter of attracting personnel to production, keeping them on the job and finally increasing their interest in improving labor achievements all largely depend not only on earnings but also on provision of housing, children's preschool institutions and on favorable conditions for rest, organization of eating and personal services at enterprises and the like. At the same time, it is important that these benefits are provided to workers and members of their families not only from state funds but also from funds of the enterprise and that their measure directly depends on the labor achievements of the given collective. In other words, not only wages but availability of housing, social and cultural benefits secured by workers should be more closely connected to their labor achievements.

It is no accident that in carrying out of the wide-scale economic experiment, the fund of social and cultural measures and housing construction is established not in the form of a share from the material-incentive fund as before but on the basis of their own indicators determining its size. The size of this fund grows systematically in relation to growth of labor productivity. Thus beginning with 1985, for each percent of growth of labor productivity, money going for the social and cultural needs of workers is increased by 4 percent. Increase of these funds according to growth of labor productivity will contribute to the fact that through them the most diverse social, personal-service and cultural needs of people from the moment of birth

to the time they go on pension will be increasingly satisfied: building of children's preschool institutions, pioneer camps, children's playgrounds, housing, improvement of labor education, expansion of aid to workers in the organization of rest and greater assistances to veterans of labor, invalids and other people unable to work.

Thus on the whole, activation of the distribution policy anticipates carrying out of all-round and integrated work aimed at ensuring a right and direct connection of the income of workers, first of all wages, to the labor achievements of collectives and individual workers. The socialist principle of distribution according to labor should be used consistently and everywhere in all sectors and spheres of activity for all categories of workers.

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LABOR

ECONOMIST COMPARES VARIOUS VIEWS ON LABOR SHORTAGE

Moscow SOTSIALISTICHESKIY TRUD in Russian No 1, Jan 85 pp 82-91

[Article by G. Kulagin: "Shortage, Genuine and Seeming"¹]

[Text] Discussion on this subject has now been going on for many years and, as they say, people are sick and tired of it. Here three largely contradictory points of view exist.

The first: in general there is no cadre shortage, there is only poor organization of labor exacerbated by the inadequacy of the system of its remuneration and the economic mechanism as a whole. All that needs to be done is to install order into this matter, and everything will assume its proper place.

The second: the cadre shortage really does exist; it is due to certain demographic and natural factors. The main way of overcoming it is through all-out acceleration of scientific and technical progress, replacement of obsolete equipment and renewal of production capital.

The third: the cadre shortage exists, but it is an artificial phenomenon brought on by improper distribution of available manpower resources among the different sectors of the national economy. It can and must be eliminated through reduction of the number of workers in the nonproduction sphere, particularly in administration and through a radical reorganization of the system of general and specialized education.

Let us say outright--the author is more impressed by the last point of view, although the conclusions of the adherents of the other two views are also quite convincing and one cannot overlook them. However, before attempting to evaluate each of these problems, it would make sense to offer to the reader as

1. The author is a well-known economist with a great deal of experience in practical economic work. It is clear that not everything is indisputable in his article, which is written in a sharply polemical and emotional style. The editors hope that the discussion of the problems dealt with in it will contribute to their successful solution.

as food for thought several fresh sketches from life pertaining to this

problem.

Following a lecture a young woman from the audience said worriedly:

"I recently saw an announcement at the department store: they are seeking to hire a cashier for work with a salary of 200 rubles!"

"And why does that upset you?"

"How could I not be upset: I am a specialist with a university education, and I get 120, and here an ordinary cashier is offered 200...."

"And you'll take a cashier's job?"

She remains silent. The rest of the audience smiles....

The chief of the personnel department of a renowned Leningrad plant relates:

"Today, what does a lathe operator do when he comes to look for a job? He immediately says--300! If you say OK--he begins to show an interest: what sort of work is it, what are the shifts, what is it like with housing.... And if you say: the pay depends on your qualifications and output, he turns around and leaves..."

An editor is in a hurry with an article, but the waiting time at the city typing bureau is a month. I ask: "Would it not be possible to secure an editorial typist privately?"--They reply: "Yes," and then add: "only you must keep in mind that now typists get 50 kopecks per page..."

Waiting for the bus, I study an announcement board: current enrollment for the rural vocational and training school at the plant--a 90-ruble stipend, dormitory, sports complex, uniform, free ride on city transport. There are about 10 such announcements on the board.

Notices are frequently published in newspapers on the closing of streetcar movement on different streets for a day or two and sometimes for a week in connection with track repairs. The reason: the foul condition of tracks and low quality of repair of rolling stock because of a shortage of repair workers.

I run into an acquaintances--a candidate of sciences, he works at a scientific-research institute, sports a spritely walk and a Crimean tan. I ask:

"Where did you vacation?"

"Nowhere, I am only getting ready to," he laughs. "I put on a little weight at a sponsored sovkhos.... Not bad: fresh air, days off and full pay--now I can think of going to Sochi."

It would seem that all these cases have little in common, but this is not so. Basically they are all that accursed shortage in its different manifestations. So do we really have it? And if we do, how do you deal with it?

Use the Labor Potential Rationally

As a starter, let us look at the conclusions of representatives of that point of view which states that it is all a matter of poor discipline and organization, of inept use of economic levers by heads of industrial and agricultural enterprises. This view is strikingly reflected in a number of works published in our press. The authors of articles with such striking titles as "Work After Work," "A Discussion with a Sponsorship Admirer" and others criticize shock work and legal and illegal use of overtime work at industrial enterprises and rightly write about colossal losses of worktime because of interruptions in supply. They justifiably point out that sponsorship has acquired of late an all-encompassing character--people are diverted for work in agriculture, at construction sites, in vegetable storage facilities and so on and so forth. They are disturbed by the fact that, let us say, about 100 personnel of three higher educational institutions in Gorkiy on the instruction of local managers had to do assembly work for a month on the chief conveyor of the motor vehicle plant making the Volga automobile.

"A professor of astronomy packing potatoes at a vegetable depot at the time of a solar eclipse, a student philologist storing bricks at a construction site, a surgeon obliged to replace his scalpel with a 40-pound crowbar and postpone operations for the sake of repairing a cow barn--what could be more unnatural and inept?"--the author of one such article voices his indignation.

I fully share the indignation of this author: to tear a surgeon away from an operation for the sake of repairing a cow barn--is the acme of absurdity. He is also right that organization of labor at enterprises, at kolkhozes and in municipal services, especially the organization of sponsored assistance of city dwellers to agriculture leaves much to be desired. But when he entirely denies the existence of a shortage of worker cadres and affirms that, quite to the contrary, there is a surplus of them at many plants, construction sites and kolkhozes and that it is all a matter of debunking the false stereotype of a shortage of people, which is a "smokescreen" holding back growth of efficiency of production, I involuntarily raise the question: could it really be that tens of thousands of directors of our plants, sovkhoses and chairmen of kolkhozes as well as many thousands of rayon heads all completely fail to understand elementary things, act against common sense and to no purpose occupy the positions entrusted to them? There are, of course, those whom it is time to replace, but they are all isolated cases. Apparently it is not enough to provide a "photograph" of the existing situation and to color it with fervid emotions. It is necessary to seriously look into its reasons, to deal with it in a literate economic way, armed with figures and with a "cool head."

Of course, because of a low level of labor organization and discipline, its productivity is reduced, which in turn creates a greater need for workhands and aggravates the cadre shortage. This cannot be doubted. But the cadre

shortage hinders strengthening of discipline and improvement of organization of production. As a result, a situation is created where the director becomes dependent on the mood and requirements of the worker he needs, and the degree of influence on the course of production is sharply reduced. Here, one sings as in the song: "... the ring has no beginning and no end." Then how to break this vicious circle--to install order from the outset, to adjust norm setting of labor, to raise labor productivity and thereby to eliminate the shortage of worker cadres or, the other way around, to eliminate the deficit and after that to put norms in order and to raise productivity?

I think that it would be practicable to take both routes, but first of all it is necessary in my opinion to see to it that each person values his workplace and that cadres are first provided with those workplaces which are most necessary for society at this stage. After all in any progress of technology there always will be more or less preferable, more or less difficult and more or less prestigious occupations.

People might ask--what does the author propose? To solve this problem by administrative methods, to forcibly allocate people to these or those sectors, to these or those workplaces? Nothing of the sort. It is quite clearly noted in the USSR Constitution that our citizens have the right to choice of vocation and to the kind of job and work which is in accordance with their calling, abilities, vocational training, education and with consideration of social needs. I would like particularly to underscore two factors here: "in accordance with their ability" and "with consideration of social needs." The question is how to best realize this right for each citizen and for society as a whole. And in our opinion, the answer to it is given in the school reform. The acquisition in a 9-year school of labor skills and work occupations plus an effective system of vocational orientation and what is most important--a correlation between the scope of training in VUZ's and in systems of vocational and general education meeting the real needs of our society--all this will help young people to rightly determine their place in life.

But how are things today? How, for example, do young people, in selecting their life path, evaluate their abilities and how do they take into consideration social needs? Here are some data on a competition in Leningrad VUZ's this year. At the higher technical educational institution of Leningrad Metal Plant imeni 25th S"yezd KPSS, there was no competition and at such renowned institutes, as the polytechnic and technological, there are one and a half persons per place, while at other faculties, planned admittance is bigger than the number of candidates for admission. But then at the Institute of Theater, Music and Cinematography 28 persons aspired for one place, while the total number of those wishing to become theatrical and musical people exceeds the number of announcements for a gigantic polytechnic institute. As we see, even the formerly prestigious technical VUZ's have ceased to attract young people, and the question is even more acute in regard to filling vocational and technical schools. The author well understands that we need composers, musicologists and directors, good ones naturally. But in any case, builders of gas lines, metallurgists and agricultural machine operators are no less necessary. The fact is that it is necessary, as it is stated in the USSR

Constitution, to take into consideration the requirements of society so that a situation would not arise where, as in the old Tatar saying: "I am a mullah, you are a mullah, but who will feed hay to the horse?"

Let us now consider another aspect of the problem. Everybody understands that high labor productivity is based on technically based norms. Without them, it would be impossible to properly determine the requirement for manpower, and neither scientific planning nor substantiated price formation would be possible. At the present time according to reports of ministries, among us the percentage of such norms is very high, but are they really technically based? Unfortunately, as was correctly noted on the pages of SOTSIALISTICHESKIY TRUD, norms at the present time serve to a large extent not as a measure of labor but as a regulator of wages. Here is a characteristic example. A machine-tool plant received an assignment to resume the production of lathes whose production was terminated several years before. The same drawings, the same technology and the same norms which had been formerly operative were turned over to the shops. But the work did not go as planned, and it was necessary to weaken the norms by 25-30 percent. And the reason--that same shortage of worker cadres, which is affecting both labor organization and discipline. Here there is a kind of reciprocal influence: one thing drags another with it, while pay depends to a significant degree on supply and demand. We think that this should not be tolerated.

Sponsoring aid to agriculture deserves special consideration. The authors of the above-mentioned articles, who quite justifiably criticize poor organization in the use of city people in the country side, at the same time reach the quite doubtful conclusion that we have a surplus of manpower. They assert that it requires today 15 workers per hundred 100 hectares of cultivated land, that is, much more than would be needed with a high level of labor productivity. The conclusion is not new. Its partisans usually cite U.S. experience where in the course of the 20th century the number of farmers and agricultural workers decreased fourfold and at the present time according to official statistics does not exceed 4 percent of all workers. Without denying the high efficiency of agriculture in this country, let us look deeper into this question.

In 1940, our urban population comprised only 32.5 percent and the rural population--67.5 percent. Today the correlation is reversed--64.8 percent live in the city and 35.2 percent in rural areas. At the same time, in the countryside, mail, stores, houses of culture have appeared, the network of schools and libraries has been expanded and accordingly a significant part of the able-bodied population does not work directly on the soil. On the whole, about 20 percent of all workers are now engaged in agriculture and forestry. Not a single country has known such rapid social changes. As a result, many old organizational forms have become obsolete, while new ones have not yet become established: some kokhozes have been changed into sovkhazes, a network of servicing organizations and RAPO have merged. Searches are going on for an optimal combination of public and private farms. Everyone understands how complex these processes are.

But it is not a question solely of them. It is enough to pick up a geographic map in order to understand that a direct comparison of U.S. and USSR

agriculture is simply wrong. The entire territory of the United States (except for Alaska) lies south of the latitude of Lvov, Poltava, Volgograd and in its soil and climatic conditions is comparable to southern Ukraine, the Crimea, the Kuban and the Transcaucasus. Americans cultivate primarily highly fertile soils located in a zone of stable humidification--droughts there are rare. But our agricultural fields are almost two-thirds situated in zones of so-called risk agriculture, almost every second year we have to deal either with drought, or with late arrival of spring, or with early snowfalls.

It must not be forgotten that official U.S. statistics do not take into consideration the labor of hundreds of thousands of seasonal workers from among illegal immigrants and their blacks who provide care of plantations and manually harvest the crop of tomatoes, pepper, grapes and cotton. It goes without saying that such exploitation of deprived people is alien to socialism--we live and have to live with our labor.

Of course, we still have much to do for further mechanization and raising of the labor productivity of our rural workers and for regulating seasonal assistance on the part of city dwellers, but at this stage there can be no question of reducing aid of the city to the countryside. It is another matter that we should change the actual approach to the use of city dwellers' labor. Clearly, the authors of those publications are right who propose to carry out aid to the countryside on cost-accounting principles so that heads of kolkhozes and sovkhoses maintain responsibility for the number of workers requested from the city and for the organization of their labor. The experience of several industrial enterprises and farms of Lvov and a number of other oblasts in the Ukraine which, in addition to involving city dwellers at harvest time, practice the construction of auxiliary shops in the countryside where kolkhoz farmers and sovkhos workers work interseasonally on contractual principles.

Workhands Are Also Needed in the Epoch of the Scientific and Technical Revolution

Let us go on to the second point of view, the adherents of which agree that a shortage of manpower resources does exist and is even becoming aggravated, but consider that it can be relatively quickly and easily overcome by speeding up scientific and technical progress. I shall say outright that this point of view is absolutely correct as a general policy for the further rise of our economy. But it needs to be refined by taking into account the realistic possibilities of science and technology and primarily the time periods for the realization of their achievements.

We know that in the current and next five-year plan, growth of manpower resources will be significantly smaller compared to the 11-12 million in previous five-year plans. The sharp drop of this growth is explained by a diminution of the number of young people reaching working age with a simultaneous increase in the number of persons going on pension. At the same time, old sources of extraction of fuel and ores in the European part of the country have turned out to be significantly exhausted. Reference is to the petroleum of Baku, Groznyy, the Volga, the iron ores of Krivoy Rog and the Urals, Donbas coal and much else. Today we are obliged to go for this natural

wealth increasingly further to the east and the north where their extraction and transportation to locations of use is significantly more costly and where more and more young and mobile cadres are needed. Thus, scientific and technical progress must cover both of the unfavorable factors: shortage of manpower resources and the increasing cost of raw materials.

In order to evaluate the scale and complexity of solving this problem, let us make a small excursion into the past. Let us remember that for many thousands of years mankind satisfied its needs basically by means of constantly replenished natural resources. The sources of energy were the water wheel, the windmill, the sail and for the most part the muscular strength of animals and man himself. Timber provided the possibility of building and heating houses. Fertility of soil was maintained by organic fertilizers. Material for clothing and footwear--flax, cotton, silk, wool and leather--was provided by the same plants and animals. And only most modest needs for metal and stone were covered by nonrenewable resources. In a word, people for many centuries of their existence almost did not touch that wealth which nature had accumulated over billions of years.

The situation began to change beginning with the industrial revolution. The steam engine, railroads and steamships and machine production as a whole created growing consumption initially of coal and ore resources and subsequently of petroleum and gas. This process has been fantastically speeded up in the present epoch, which we have come to call the epoch of the scientific and technical revolution. Avalanche-like growth of motor vehicles, rapid development of aviation, railroads, navigation, mechanization and chemicalization of agriculture and the development of synthetic materials for clothing and footwear has reached the point where, according to calculations of scientists, mankind in the last 50 years has used up more coal, petroleum, gas, ores and other nonrenewable resources than in its entire preceding history.

Increase in consumption of nonrenewable resources is characteristic of all industrially developed countries with the sole difference that imperialist states, carrying out a neocolonial policy, pump these resources out of backward, poorly developed states, while we live and must live solely on the basis of our sources of mineral raw materials. And no matter how rich our country is, we have something to think about. The acquisition of resources is becoming increasingly more difficult and for this people are needed of whom there is a shortage.

The main hopes are placed on the scientific and technical revolution, on the achievements of modern science and rapid development of technology. After all, these achievements are truly tremendous. Here it seems to us one of the first places should be occupied by modern organic chemistry, particularly polymer chemistry, which has given us synthetic fibers and plastics. Thanks to them, a real revolution has occurred in the production of clothing and footwear, in the furnishings of our homes and in construction. No less a role was played by the union of radioelectronics with cybernetics and based on this union the miracles of communication, automatics and other means for the transmission and processing of information. If television sets and radio-phonographs were to be taken out of our dwellings, if computing technology

were to be removed from banks, bookkeeping offices and planning departments, if machine tools with numerical programmed control were to be stopped and if ships, aircraft and spacecraft were to be deprived of radio communication and radar, all contemporary life would end up in disarray.

Of course, the greatest triumph of the 20th century is the mastery of atomic energy. Let us ask ourselves the question: what would happen if all atomic technology were to disappear tomorrow? On the military plane everyone for sure would breathe a sigh of relief, but on the power-engineering plane, we candidly admit that it would be difficult, but still no catastrophe would take place. In the world consumption of energy, the atom so far amounts to only a few percent. But what would happen if tomorrow all electric power stations operating on organic fuel and water, all motor vehicles and air craft and all diesel locomotives and tractors were to stop? It is not difficult to answer: the very existence of civilization would be threatened.

Why is all this being said? Well because, while giving proper due to the tremendous achievements of our contemporary science, we should not run ahead and count on automatic units helping us to deal with the shortage of cadre workers in the very near future. They undoubtedly would help man in many ways, for scientific and technical progress, we repeat, is the cardinal way of solving this problem. But here we should not leave out of consideration the time factor. The working class remains the chief productive force of our society.

On this plane, it would be desirable to more soberly evaluate the possibilities of the scientific and technical revolution. Recently I happened to read a work by the American Tofler, who writes about the early elimination of large enterprises and their replacement by "electronic cottages," where people will live and work sitting at display screens and from time to time limber up on the beds of their garden. I also read works of a respected academician in which he predicts that in the near future half of mankind will be engaged in science and art and the other in pressing buttons in fully automated production. I saw a program on television in which another academician asserted that soon just one worker will be sufficient for five engineers.

I believe that the optimism of these enthusiasts of the scientific and technical revolution is somewhat exaggerated. It does not correspond to the actual possibility of today's science nor to economic limitations in a radical reorganization of the existing production potential. But the main thing is that these scientists do not rightly orient our youth, promising them the rapid onset of an era of universal automation and elimination of the need for physical labor.

Yes, we quite justifiably place great hopes on automation of production on the basis of widespread use of robot technology and flexible production systems. The production of robots and processing centers operated by electronic computers is growing rapidly and it needs to be accelerated. This is not just our future but also our today. Television from time to time acquaints us with the wonders of Japanese robot technology, but at the same time it shows us that on the conveyors of Japanese plants millions of women's hands with utmost

rapidity assemble those microcomputers and television sets. Our journalists write about growth of unemployment in France and the FRG as a result of robotization and at the same time report that the "dirty work" in France is still being performed by 3 million Algerians and in the FRG by 4.5 million Turks, Spaniards and other "astarbeiter."

Yes, electronic computers, robots and flexible automated production facilities can even today produce a colossal effect in many sectors of industry, but only given the condition of their full load, otherwise they cost significantly more dearly than traditional equipment. To set up mass production of such devices, to boost the reliability of their operation, which for today is manifestly inadequate would be significantly more simple than to create organizational and economic prerequisite for their effective employment. Without a solution of this, second part, problem, they not only would not produce economy of manpower but would become transformed into an expensive toy operating for itself and pulling our economy backwards.

Let us try to illustrate this thought on the example of utilization of machine tools with numerical programmed control. At the outset, I want to mention that we today possess a tremendous park of metal-cutting machine tools, several million of them are in operation and each year about 200,000 of them are produced, including only 11,000 of those with numerical programmed control. It is already clear from this that even if a course is taken to reduce it, this will be possible only in 10-15 years. Moreover, one must not expect that a machine tool with numerical programmed control can be and should be installed everywhere. It is necessary to take into consideration the extraordinarily rapid growth of their cost: thus, whereas in 1960 an "average statistical" lathe cost 2,400 rubles and in 1970--4,400 rubles, in 1983 its cost reached 10,600 rubles. The fact is that equipment with numerical programmed control is much more expensive than ordinary equipment. An average universal lathe, as the basic unit of any flexible automated production system, costs 53,000 rubles. Let us now assume that the productivity of a lathe with numerical programmed control, allowing for the possibility of multilathe servicing, is twice as high as that of an ordinary universal one. Let us assume arbitrarily that in the course of a year it is possible to get from it 2,000 items in one shift and from a universal lathe only 1,000 and then to determine the cost of a production unit, which would include amortization and workers' wages. Let us take the same length of service for both lathes--10 years, for longer periods in the epoch of the scientific and technical revolution could doom our means of labor to a manifest lag behind the world level. Elementary computation shows that direct costs per item in working one shift on a lathe with numerical programmed control amount to 4 rubles and 15 kopecks and on the universal lathe--to only 3 rubles and 80 kopecks. Thus it is obviously unprofitable to use a lathe with numerical programmed control for one shift.

The situation changes in a two-shift load of the equipment. Here costs of using a lathe with numerical programmed control amount to 2 rubles and 80 kopecks and of using a universal lathe--to 3 rubles and 40 kopecks. And finally, we obtain the full effect of the new equipment in three shift work: respectively 2 rubles and 40 kopecks and 3 rubles and 30 kopecks. In other words, in one-shift use, the lathe with numerical programmed control provides

a loss of 35 kopecks for each item, in two-shift use--a profit of 60 kopecks and in three-shift use--a profit of 90 kopecks. It can be seen from this that the drop in return on investment with the introduction of the new equipment is inadmissible and attests either to its ineffectiveness or to inept use. I have had the occasion to observe more than once at enterprises in the FRG, Japan and Sweden how old machine tools operate 1-1.5 shifts, but where a firm has acquired a new and expensive one, it uses it without fail for three shifts even on days off. For this reason all Japanese flexible automated production facilities operate around the clock. Thus those economists are profoundly in error who believe that robots and processing centers can even today do away with the problem of cadre shortage. They are profitable only with growth of production volume through an increase in the use of shifts.

Robots just like lathes with numerical programmed control are profitable only with a full load. This requirement is fulfilled most easily under conditions of mass and large-series production. Our practice and world practice confirm that at the present time robots are most successfully used in building motor vehicles, the watch industry, in the fabrication of small electric motors, in instrument making and in cold-stamping sectors. Today certain theoreticians confidently speak of wide-scale use of flexible automated production operations under conditions of small-series and even individual production, forgetting the fact that their "flexibility" is far from absolute and does not mean that it is possible to make teaspoons at a flexible automated production facility and tomorrow glass holders. Under conditions of unit and experimental production when the products list is frequently and unpredictably changed, it is our firm conviction that flexible automated production operations will be of no help. Figuratively speaking, each robotized sector will have to play from day to day "one and the same role" or have a certain rather narrow "repertoire." In our opinion, those economists are profoundly correct who believe that the policy of automation proceeding from existing technology and developed organization of production does not provide a positive effect and in a number of cases causes specific outlays on production to grow. For the effective use of flexible automated production operations, it is necessary to carry out tremendous work on the reorganization of our enterprises for the purpose of narrower and more stable specialization, to make batches larger and to increase the load of expensive equipment. A warning signal attesting to unfavorable consequences of ignoring this requirement is the fate of the automated pressing and stamping complex put out by the Voronezh Association imeni Kalinin: many purchasers of this expensive equipment simply disconnected the automatics and robots and work on the presses manually, inasmuch as they are not in a position to load the obtained complexes. Minister of Machine Tool Building and Tool Industry B. Balmont and Minister of Instrument Making and Automation Equipment A. Shkabardnya have insistently warned in their articles in PRAVDA on the necessity of a full two- and three-shift load for flexible automated systems.

No less important is the question of teaching engineering personnel to properly use computer technology and automation equipment and to standardize these resources and their mathematical backup. "Without its clear-cut and intelligent solution," A. Aleksandrov, the president of the USSR Academy of Sciences, warns, "all attempts at the computerization of our national economy will result in just tremendous useless expenditures."

We examined certain aspects of automation in a sector of industry that is most ready for this--in machine building--and were convinced that even here many years will be required to achieve a serious reduction in the number of workers. And what can you expect in such sectors as the coal and food industry, construction, transport and municipal services?

For example, will there be a robot soon able to replace a representative of such a nonprestigious occupation as a janitor? A robot which in the morning will look out of the window and determine whether it is snowing or, on the contrary, a hot sun is shining and depending on this will take a shovel or a broom and hose for watering the grass, go out into the yard and clean up all its nooks and crannies. Hardly. I think that today the distance separating the intellect of the cleverest robot and a most ordinary janitor is very great. Incidentally, because of a shortage of janitors our streets and yards in recent years, putting it mildly, have not become cleaner, although many models of watering, snow-gathering and other "janitor" equipment have appeared. Many such examples can be cited. Because of the shortage of workhands, specifically hands not armed with equipment, the assortment of many food products is poorer, even of those for which the necessary raw material exists in adequate quantity. It is impossible to do without manual labor even in the making of model footwear or in sewing a costume according to measure. The same should be said about plastering and painting work in construction and about the repair of facades of houses, water and sewage pipes. You also cannot do without manual labor in growing such crops as grapes, fruit and tomatoes.

This is why in our view we need to speak less of the wonders of mechanization and automation and not confuse youth with promises that are unfulfillable today and to do more to restore as quickly as possible respect for all forms of labor needed by society.

Incidentally, let us point out that technical progress under the conditions of socialism should make the labor of a worker not only more productive but also more attractive, and for this every effort is needed to aim first and foremost at the reduction of heavy and harmful labor, but by no means all manual labor. Physical labor is not an evil that needs to be destroyed but a necessary condition for the harmonious development of every individual. This has found its vivid reflection in the recently adopted decisions on the school reform.

Redistribution of Manpower Resources--An Urgent Task

While placing our trust in technical progress, we must consider where we are and see our society in a real dynamics. Speaking at a meeting with voters in March 1984, General Secretary of the CPSU Central Committee, Chairman of the Presidium of the USSR Supreme Soviet K.U. Chernenko said: "The party devotes a great deal of attention to understanding the special features of the contemporary period and to a sober, without a Utopian shadow, determination of the level achieved by us of the social and economic maturity of the new society." Let us try specifically in the light of this indication to answer the last question: are we correctly distributing at the present time our manpower resources and how effectively do we use them?

As we know, the basic channel of replenishment of labor resources is the system of general and vocational education. Today the entire rising generation is included in the incomplete secondary (8-year) school, after which further training of young people divides into three streams: the 10-year school, the vocational and technical schools and the tekhnikums. At the same time, prior to the implementation of the school reform, the basic aim was preparation of graduating students for VUZ's. Output of the 8-year school reached a maximum in 1975, comprising 5,201,000 persons, and since then it has been dropping from year to year, reaching 3,973,000 persons in 1983. Birthrate statistics confirm that in the next 5 years, it will remain at that level. In that same 1983, tekhnikums and VUZ's graduated 2,114,200 specialists. Thus if we continue to train them in the same numbers, only 1,800,000-1,900,000 persons will remain to provide worker cadres for enterprises, kolkhozes and rank-and-file employees of all spheres of the national economy. In other words, while today the relative share of specialists of the total number of workers is equal to 22 percent, our system of cadre training up to now has aimed at having it reach 50-55 percent. The question arises: does such a correlation correspond to the real needs of our economy? And will it not be that with such a profusion of scientists, engineers, writers and journalists there will not be enough workers embodying their designs as real machines, goods and books nor even of typists for printing their works?

The signs of such a development are multiplying each day: they are to be found in wrong correlations of growth of pay of workers and engineers, in mass use of specialists with diplomas for various kinds of auxiliary operations in agriculture and municipal services and in the transfer of many engineers to workplaces. While this may be justified in some cases, the use of engineers as waiters and taxi drivers is very bad. It results in expensive machine tools remaining idle in the second and even in the first shift.

And how do we use our intellectual potential? We know that we have the biggest body of graduate engineers in the world--their number already exceeds 5 million persons. What is their payback?

According to statistical data, our industry on the average assimilates in series production about 3,000 machines, equipment, apparatus and instruments. If we consider that only half of the engineers are directly or indirectly involved in the creation and assimilation of new equipment and that the other half is directly engaged in purely administrative, teaching and public work, then given this condition each new development uses more than 800 man-years of labor of a graduate specialist. Such excessively large outlays are to be explained by the fact that many of our engineers do work that could be successfully handled by a girl with a secondary education or, at worst, a technician.

Incidentally, the question of the role and place of technology in modern production deserves special examination. At one time in a period when there were not enough engineers, the tekhnikum program provided as it were a "cheap edition" of engineering training. Today the situation has changed: we already have thrice as many engineers as in the United States. At the same

time, today increasingly more complex technical equipment, machines and units are making their appearance. Their maintenance requires solid specialized learning. Such workplaces are frequently filled by engineers, although only technicians are needed here. It seems to us that present-day technicians should be considered as workers of high and very high qualifications, and their training needs to be correspondingly changed.

The partisans of accelerated training of specialists frequently cite the experience of the United States and other industrially developed countries where in recent decades the category of "white-collar workers" has been rapidly growing. In this connection they forget that in all these countries the absolute growth of the working class is continuing, although its shift is proceeding from the production sphere to the service sphere. Moreover, among the "white-collar workers," despite the successes of computerization, there is a rapidly growing category of ordinary employees--clerks. There are now more than 5 million typist-secretaries in the United States. And this is quite justifiable, inasmuch as the flow of information with the growing complexity of the products list of production and growth of cooperative ties is growing considerably faster than the volume of production. And we believe for some reason that an extra engineer is of benefit but an extra office manager, agent or registry clerk is an absolute evil.

So what should be done for fuller and proper use of manpower resources in the near future? I shall repeat once more: the chief, cardinal way is that of acceleration of scientific and technical progress. But not just that. Inasmuch as I have repeatedly appeared on this question on the pages of the press, including, in the journal SOTSIALISTICHESKIY TRUD, I shall restrict myself to a brief description of pressing measures. It is clear that one should with the most accelerated means accomplish that which has been designated by the school reform: to double the contingent of young people entering rural vocational and technical schools and to equate their graduates with respect to rights to enter VUZ's with those who have graduated from the 10-year school. The slowness of the USSR Ministry of Higher and Secondary Specialized Education in resolving the second question is quite understandable--last year as before only persons with medals and outstanding records could enter rural vocational and technical schools. Under such conditions, it is difficult to expect an inflow into these schools of able young people, and they as before will be considered a "dead-end" and second-rate way of preparing for life.

Further. In our view, enrollment in many VUZ's training specialists of specialties that are not in short supply should be reduced and the ridiculous "struggle against dropouts" should be discontinued. Quite the contrary, It would make sense to increase the number obliged to drop out of incapable or half-hearted students. We know that competitions for technical VUZ's are decreasing. Consequently, it would be desirable to stop opening up new ones. And if it is possible to understand Siberians and those in the Far East wishing to train personnel from local youth, then in our view it is perfectly unjustified to open a polytechnic institute in Novgorod when next door in the very old Leningard Polytechnic Institute there are no competitions at many faculties. In order to accelerate the training of modern workers of the highest qualifications while taking into account saturation of the national

economy with graduate specialists, it would seem to be advisable to shift a number of tekhnikums to the training of worker cadres. This measure would make it possible to save tremendous funds for the construction of new rural vocational and technical schools. And in technical VUZ's, it would make sense to introduce two-stage training and to prepare technicians in the first stage.

In our view, the time has come to decisively reduce the staffs of scientific-research institutes, design buros, technical and administrative services of enterprises and with the achieved savings raise the pay of truly creative workers. The experience of five Leningrad enterprises where the experiment is now being conducted confirms the correctness of this route. At the same time the struggle with administrative and managerial personnel, that is, with positions of rank-and-file office services and, on the other hand, to include them in the necessary quantity in authorized staffs in place of surplus specialists of the highest qualification. This measure would also make it possible to raise the pay and creative yield of workers with higher education.

Clearly we also need to introduce order into questions of sponsorship. It should be recognized that with growth of the material well-being and cultural level of our citizens, each year there will be fewer and fewer persons looking to stay for life in certain heavy and undesirable work. At the same time, the need for this, as has already been pointed out, will continue to exist for long years like the need for seasonal work in agriculture. I think that it would be advantageous to make use of the experience of the GDR where each secondary-school graduate before entering a VUZ works for a year in a workplace corresponding to his future specialty. The practice of our student construction detachments is also developing along this direction. Perhaps we should not restrict ourselves to a "third semester" but introduce such finishing into the program even at the price of a certain lengthening of the time of study. It is not a bad thing where a future physician works under a nurse at a hospital (which, incidentally, is practiced at many medical institutions), a future railroad engineer--under a conductor or on track repair and a future biologist or agronomist under an animal-husbandry or field worker. In any case this would be more practicable than sending a candidate of sciences to dig for potatoes.

In completing these comments, I would like to emphasize once more: the proper management of manpower resources corresponding to the real needs of this stage of development of the economy is just as important as acceleration of scientific and technical progress and further development of the economic mechanism. Moreover, these three tasks are so closely interwoven that the solution of each of them depends on how successfully we deal with the others.

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LABOR

HIGHER-QUALIFIED CADRES URGED FOR AGRO-INDUSTRIAL COMPLEXES

Moscow SOTSIALISTICHESKIY TRUD in Russian No 2, Feb 85 pp 72-76

[Article by Yu. Roshchin, deputy chairman of the RSFSR State Committee for Labor and candidate of economic sciences: "Qualified Workers for the Agro-Industrial Complex"]

[Text] The party and the government are taking energetic steps to make further improvements in the efficiency of national production, which is the basis for a steady rise in the standard of living of the Soviet people. Among these measures is realization of the USSR Food Program for the period up to 1990, which was approved by the May (1982) Plenum of the CPSU Central Committee.

In his speech at the October (1984) Plenum of the CPSU Central Committee, comrade K. U. Chernenko, general secretary of the CPSU Central Committee and chairman of the Presidium of the USSR Supreme Soviet, pointed out the gains that have been made in realizing the Food Program and noted that "...we must continue to step up our efforts to increase the output of agricultural products and to create the necessary conditions for the successful operation of all sectors of the agro-industrial complex." One of these conditions, which is crucial at the current stage, is a sharp improvement in the supply of skilled workers, especially those trained in the most common trades, for kolkhozes, sovkhozes, and other links in the agro-industrial complex. A great deal has already been done in this direction in the RSFSR. Every year over 4 million workers receive on-the-job training and 6 million people improve their skills through practical training. RSFSR ministries and departments that are part of the agro-industrial complex have developed and confirmed standards for creating an on-the-job training base and are working to develop this base in accordance with these norms. For example, in recent years the RSFSR Ministry of Agriculture has built 125 combines to be used in training courses, and there are plans to build more than 300 such combines. The RSFSR State Committee for the Supply of Production Equipment for Agriculture, the RSFSR Ministry of Land Reclamation and Water Resources, and other ministries and departments included in the agro-industrial complex are also building combines of this nature.

Meanwhile, the level of vocational training for workers still does not correspond to production demands. The rate of growth in the number of machinery operators in agriculture is not keeping up with the rate of growth in the tractor and combine fleet. In 1983, 1000 fewer people were trained in the vocational and technical education system and in production than in 1982. In

1983 there were 119 tractor operators for every 100 tractors, and in a number of oblasts, this indicator was less than 100. This leads to less efficient utilization of the agricultural equipment and to periods in which the equipment just stands idle.

Course instruction, the most effective form of training, is still playing a minor role in the on-the-job training system. Not enough attention is being given at farms under the RSFSR Ministry of Agriculture, the RSFSR State Committee for the Supply of Production Equipment for Agriculture, the RSFSR Ministry of the Fruit and Vegetable Industry, and the RSFSR Ministry of the Meat and Dairy Industry to training workers in a second trade (only 1-2 percent receive such training); with widespread introduction of collective forms of organizing labor, secondary job training takes on greater importance. The intervals at which workers improve their qualifications, usually 9-12 years, exceed the periods called for in the norms by a considerable margin. At a number of enterprises in the agro-industrial complex the material base of training still falls short of the demands, and many kolkhozes and sovkhoses do not even have equipped classrooms. The time spent on training and improving workers' qualifications is often cut short, which has a detrimental effect on the quality of training.

The All-Union Economic Conference on Problems in the Agro-Industrial Complex, held in March 1984, stressed the need for fundamental improvements in the vocational and economic training provided for machinery operators, cultivators, animal husbandry workers, builders, and workers in the food industry. With the aim of working out a set of measures to improve this work, the RSFSR State Committee for Labor studied and analyzed the status of training and skills improvement programs at kolkhozes, sovkhoses, enterprises, and organizations included in an oblast agro-industrial association. Bryansk Oblast was chosen for this study. The work was carried out through the joint efforts of the RSFSR State Committee for Labor and the Bryansk Oblast Soviet Executive Committee. The agro-industrial association, a new form of managing agricultural production and related sectors of the national economy, offers great opportunities for a coordinated approach to resolving problems tied to realization of the Food Program.

The Bryansk Oblast agro-industrial association is made up of 839 farms, enterprises, and organizations, and it employs 34 percent of all those working in the national economy. Recently, noticeable changes for the better have taken place in the agrarian sector in Bryansk Oblast. In 1983 gross agricultural production reached 1081 million rubles, which represented an 11.5 percent increase over 1982. Social changes in rural areas are also taking place at an accelerated rate. There has been an increase in the construction of housing, cultural and domestic-use projects, and health care and educational facilities. In 1983 the oblast was awarded the Challenge Red Banner of the CPSU Central Committee, the USSR Council of Ministers, the All-Union Central Council of Trade Unions, and the Komsomol Central Committee for its results in the all-Union socialist competition for successful fulfillment of the state plan for the economic and social development of the USSR.

In accordance with the decrees of the CPSU Central Committee and the USSR Council of Ministers on the Nonchernzem Zone and "On Measures to Step Up the

Economic and Social Development of Bryansk Oblast," a comprehensive program aimed at improving agriculture is now being carried out here. Immense capital investments and material resources are being allocated for the oblast. The proportion of industrial workers in agriculture is rising, and new trades generated by scientific and technical progress are appearing. Successful resolution of the complex tasks involved in further intensification of farming and animal husbandry depends on the general education and vocational training provided for machinery operators and on their ideological and moral maturity.

Work is being done at kolkhozes, sovkhoses, enterprises, and organizations in the oblast's agro-industrial complex to provide agricultural production with qualified personnel for the common trades and to improve the workers' vocational skills. These issues were discussed by the bureau of the obkom and the oblispolkom, as a result of which measures were outlined for the 11th Five-Year Plan for making further improvements in the work being done to send young people to work in agricultural production in the oblast and to keep young people in rural areas. A long-range plan for personnel work in the oblast between 1981 and 1985 was developed and confirmed. There are 12 vocational-technical schools and branches that are training workers for agricultural jobs, and every year about 6000 people graduate from these schools. A strong base has been created at a number of associations and administrations for providing workers with on-the-job training.

The decisions of the April (1984) Plenum of the CPSU Central Committee, the reform of general education and vocational schools, and the decree of the party and government "On Improving Vocational Education, Training, and Vocational Counseling among School Pupils and Organization of Socially Useful, Productive Labor" required that party, soviet, and agricultural organs and people's education departments make fundamental improvements in the work being done to prepare young people for working in national production. Inter-school training production combines have been developed in the oblast.

The obkom and party and soviet organs are carrying out specific local work to keep young people working in agricultural production. Suffice it to say that at the beginning of 1981 there were 25,584 people under the age of 29 working at kolkhozes and sovkhoses and 47.9 percent of school graduates stayed on the farms, and as of 1 August 1984 there were 33,553 people under the age of 29 working in rural areas and 54 percent of the school graduates had decided on a career in agriculture.

There are still some serious flaws, however, in training workers for the agro-industrial complex, as a result of which the needs of many farms and enterprises for qualified personnel are not being met, both in terms of quantity and quality. This is due primarily to a failure in training the required number of skilled machinery operators, especially for working with the new, more complicated equipment; in addition, insufficient attention is given to vocational training for animal husbandry workers, to improving workers' skills, and to training them in a second trade (that can be combined with the worker's primary job). Another negative factor here is that up until recently administrations and associations in the agro-industrial complex did not take advantage of the on-the-job opportunities for training workers and improving their skills. For example, the progressive approach to improving workers'

skills that includes schools for studying advanced labor methods and practices was poorly developed, there was no system for training brigade leaders and their reserves, not enough attention was given to training working women, and so on. Fixed schedules were often violated in the course of on-the-job training, which also had a negative effect on the workers' skills.

The RSFSR State Committee for Labor and the Bryansk Oblast Soviet Executive Committee made an in-depth study and analysis of the status of training workers for the agro-industrial complex. These materials were summarized, which resulted in the preparation and adoption of a joint decree on improving workers' training and skills improvement programs at farms, organizations, and enterprises in the Bryansk Oblast agro-industrial association. The decree focuses primary attention on developing measures to eliminate the shortcomings that were uncovered.

Sectorial associations and administrations included in the oblast's agro-industrial complex have been assigned goals for 1984-1986 for training workers, improving their skills, and creating the necessary on-the-job training base; the fulfillment of these assignments will make it possible to meet the demand for personnel. On instructions from the oblispolkom, all these organizations worked out specific measures to fulfill these quotas, and coordinated them with the appropriate RSFSR ministries and departments. The oblast agricultural administration and a number of other administrations outlined measures not only for the oblast as a whole, but for each rayon and for the majority of farms and enterprises under their jurisdiction.

On the basis of these materials, a comprehensive plan was drawn up for improving the training and skills improvement operations for kolkhoz farmers and workers at farms, organizations, and enterprises of the Bryansk Oblast agro-industrial complex for 1984-1986; the plan was discussed and approved by the council of the oblast agro-industrial association, the oblispolkom, and the obkom. The plan contains the combined goals of on-the-job training for workers for the Bryansk Oblast agro-industrial association for 1984-1986 (including course-type training), training workers in a second trade, improving their skills in schools for learning advanced labor methods and practices, and training women and brigade leaders. The plan also contains annual quotas for training skilled personnel in vocational-technical schools and for training graduates of general education schools. Quotas for training workers and for improving workers' skills have been set for sectorial administrations and associations included in the oblast's agro-industrial association. Control figures have been set for each subdivision in terms of on-the-job training of workers in specific trades, training in vocational-technical institutions, training in a second trade, improving workers' skills (including raising the job classification of machinery operators and animal husbandry workers), training for women, improving skills, and training workers in schools for advanced labor methods and practices. Administrations and associations have also been assigned quotas for the construction (or expansion) of a production training base for on-the-job training. The plan also outlines measures that have been coordinated with the corresponding ministries and departments and confirmed by oblast administrations and associations for improving the training and skills improvement programs for workers in the most common trades, along with the time frame in which these activities should be carried out and who

should be involved. Each enterprise and association has been assigned a quota for training workers in agricultural vocational-technical schools, for on-the-job training in the key trades, for improving the production training base, and for providing the necessary equipment, teaching and visual aids, and qualified teaching personnel.

The preparation of this type of plan several years in advance on the basis of balance sheet calculations of the additional demand for personnel, taking into account their movement and the technical re-equipment of production, makes it possible to provide specially planned personnel training, including training workers to operate new equipment, power equipment in particular, that is being put into use at farms and enterprises. Up until now the planning of training for machinery operators at many farms did not take into account labor turnover and increases in the machinery pool. As a result, on the average throughout the oblast there are 100 tractor operators for every 100 tractors (this indicator is even lower in a number of rayons); this means, of course, that not all the equipment can be utilized even in one shift. Every year farms receive a large amount of new equipment. The efficient utilization of this equipment depends on the skills of the operators and the special training they have received.

The comprehensive plan calls for more work to be done to improve the workers' skills and to ensure that the retraining process does not exceed the time limits that have been established. Special attention has been given to organizing schools for studying advanced labor methods and practices, to improving the job classification of machinery operators, drivers, and animal husbandry workers, and to teaching workers a second trade and raising the qualifications of brigade leaders. Naturally, this is one of the most important conditions for further development of the brigade form of labor organization.

The comprehensive plan also devotes considerable attention to the creation of the necessary production training base. Between 1984 and 1985, for example, there are plans to create and equip a training classroom with space for 25 students at each of the 472 farms under the oblast agricultural administration. A total of 170 classrooms with space for 2350 students will be put into operation at enterprises and organizations in other sectors of the agro-industrial complex. In addition, combines for course training will be built, along with training centers with dormitories under the agricultural administration, the "Bryanskmelioratsiya" [Bryansk Land Reclamation] and "Bryansk kolkhozstroy" [Bryansk Kolkhoz Construction] associations, and the "Ptitsprom" [Poultry Industry] Trust. There are also plans to seek out opportunities in the oblast for providing farms, enterprises, and organizations in the agro-industrial complex with a production training base in the next five-year plan that meets the standards that have been established.

The plan also calls for providing farms, enterprises, and organizations with model training programs and other methodological and instructional material for on-the-job training and skills improvement. Special attention is focused on strict adherence to the specific program schedules for both theoretical and practical training, which naturally has a positive effect on workers' skills. Managers, instructors, and specialists at every farm, enterprise, and

organization who are involved in workers' vocational training will undergo a recertification process, and where necessary, more staff will be hired.

There are plans to step up significantly the training of skilled workers for the oblast's agro-industrial complex in the vocational-technical education system; this will include instruction for land reclamation specialists, operators, and skilled workers for animal husbandry complexes and farms, and the creation of the necessary on-the-job training base for vocational instruction for kolkhoz farmers and workers at agricultural enterprises in rayons without agricultural vocational-technical schools. Measures have also been outlined for stepping up the vocational counseling provided for pupils in rural schools, and for creating an on-the-job training base for teaching school pupils agricultural trades, along with production, cultural, and living conditions that will help encourage young people who have graduated from rural general education schools to stay in the rural area.

The oblast's labor organs are playing a larger role in resolving issues of vocational training for workers. The labor department under the oblispolkom will be reviewing drafts of plans for training and improving the skills of workers at sectorial administrations and associations that are part of the agro-industrial complex, it will report its conclusions to the council of the oblast agro-industrial association, and it will monitor the fulfillment of these suggestions.

The joint decree issued by the RSFSR State Committee for Labor and the Bryansk Oblispolkom calls for the labor organs of autonomous republics, krais, and oblasts to take measures to improve the training and skills improvement methods, following the example of the Bryansk Oblast agro-industrial association. The decree recommends that these organs submit proposals to the Councils of Ministers of the autonomous republics, and to the kray and oblast ispolkoms for improving this work. The Manpower Resources Administration of the RSFSR State Committee for Labor will provide the necessary methodological and organizational assistance to local labor organs.

This type of work has already been started in a number of oblasts, including Sverdlovsk, Orel, Penza, Irkutsk, and Rostov oblasts. The RSFSR State Committee for Labor wants this work to be organized in such a way that comprehensive plans for improving training and skills improvement are developed and implemented on a universal basis, which will play an important role in the fulfillment of the Food Program.

In addition, an examination of the practice of vocational training for workers in the agro-industrial complex in Bryansk Oblast showed that there are a number of issues that require special attention and resolution. This applies first of all to planning the personnel training. At present this planning, as a rule, is based on the current needs of individual enterprises and farms, without taking into account the demand for workers with specific skills throughout the entire rayon or oblast. Without knowing, for example, the demand of an enterprise or farm for tractor operators, drivers, and workers in other common trades, it is impossible to provide reliable, specific plans for training. Suppose, for instance, that a kolkhoz needs an additional five machinery operators and makes arrangements to train people for these jobs. The

construction organization that is located nearby and is engaged in land reclamation is also in need of machinery operators, but it did not take any steps to train personnel for these jobs, and was counting on getting the workers from somewhere else. This creates greater labor turnover, and the main problem is that it does not allow for training of workers in accordance with actual demand. Therefore, it is important to work up estimates of additional demand for skilled workers in various trades by territory; this will make it possible to plan personnel training on a scientifically sound basis, and to prevent imbalances between the demand for personnel in certain trades and the rate at which they are being trained.

As already noted, there has been a trend in a number of rayons toward a decrease in the number of tractor operators per 100 tractors, and this has an effect on the efficient utilization of equipment. However, no sound estimates have been made of the number of operators needed for optimal utilization of the equipment. Development of this type of standard would help in analyzing the need of a rayon or oblast for machinery operators. Under the conditions of agro-industrial complexes, it is necessary to give serious thought to centralized personnel training within the complexes for a certain group of trades, especially machinery operators, based on unified on-the-job training; this would make it possible to improve this training through better organizational and methodological practices and a better material base.

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LABOR

TRADE UNION, ECONOMIC AKTIV CONFERENCE ON WORK SAFETY

Moscow TRUD in Russian 11 Apr 85 p 2

[Text] A trade union and economic aktiv conference on work safety was held yesterday in Moscow in the Hall of Columns at the House of Unions; it was organized by the All-Union Central Council of Trade Unions, the USSR State Committee for Labor and Social Problems, and the USSR State Committee for Supervision of Safe Working Practices in Industry and for Mine Supervision. S. A. Shalayev, chairman of the AUCCTU, opened the conference with some introductory remarks.

A. P. Biryukova, secretary of the AUCCTU, gave a report "On the Status of and Measures for Improving Working Conditions and Labor Safety at Enterprises and Organizations in the National Economy." Supplementary reports were given by M. M. Kravchenko, deputy chairman of the USSR State Committee for Labor and Social Problems, and I. M. Vladychenko, chairman of the USSR State Committee for the Supervision of Safe Working Practices in Industry and for Mine Supervision.

Participating in the debates were A. Ya. Rybakov, chairman of the Central Committee of the Machine Building and Instrument Making Workers Union; D. A. Akkoshkarov, leader of a shaft sinkers' brigade at the mine imeni the 50th anniversary of the October Revolution under the "Karagandaugol'" [Karaganda Coal] Production Association, and volunteer secretary of the Karaganda territorial trade union committee; Ye. V. Kachalovskiy, first deputy chairman of the Ukrainian SSR Council of Ministers; S. V. Kolpakov, first deputy minister of ferrous metallurgy of the USSR; G. F. Sukhoruchenkova, chairman of the Central Committee of the Chemical and Petrochemical Industry Workers Union; O. G. Mikhaylov, general director of the Voronezh Aircraft Production Association; N. A. Bazhenov, first deputy procurator general of the USSR; A. R. Khodzhayev, deputy chairman of the Uzbek SSR Council of Ministers; V. P. Samodrin, chairman of the Dnepropetrovsk Oblast Council of Trade Unions; I. G. Trofimov, chief of the Rostov Okrug Administration of the USSR State Committee for Supervision of Safe Working Practices in Industry and for Mine Supervision; A. N. Makukhin, first deputy minister of power and electrification of the USSR; K. K. Pavlov, leader of a fitters' brigade, construction administration 239, trust No 35, of the Main Territorial Administration for Construction in Western Regions of the RSFSR in Leningrad; L. V. Zverkovskiy, chief of the State Motor Vehicle Inspection Administration of the USSR Ministry of Internal Affairs; V. G. Davydov, deputy chief engineer of the "ZIL" [Moscow Motor Vehicle Plant

imeni Likhachev] Production Association; E. K. Bans, chairman of the "Padom'yu Latviya" kolkhoz; B. M. Yakovlev, deputy chairman of the USSR State Committee for Material and Technical Supply; Yu. N. Markov, chairman of the trade union committee at the "Uralsmash" [Ural Heavy Machine Building Plant] Production Association; O. A. Kolesov, director of the Makeyevka Order of the October Revolution Mining Industry Labor Safety Scientific Research Institute; V. P. Taranenko, chief of the labor safety department of the Kherson Oblast Trade Union Council; and Zh. A. Kakhniashvili, chairman of the trade union committee at the Tbilisi Fats Combine.

Also participating in the conference were B. Ye. Shcherbina, deputy chairman of the USSR Council of Ministers, ministers of the USSR, deputy chairmen of republic Councils of Ministers, chairmen of commissions on problems involving the prevention of industrial injuries, officials of the CPSU Central Committee and the USSR Council of Ministers, leaders and innovators in production, heads of ministries and departments, chairmen of state supervision agencies, and active trade union members.

The conference issued recommendations aimed at improving working conditions and labor safety at enterprises and organizations in the national economy.

Report by A. P. Biryukova, secretary of the All-Union Central Council of Trade Unions

The Communist Party and the Soviet state show constant concern for the working man and for meeting his physical and spiritual needs more and more fully. The 26th CPSU Congress and subsequent plenums of the CPSU Central Committee put forward a broad social program for the 11th Five-Year Plan and the 1980s, which calls for improvements in all aspects of the life of the Soviet people--consumer goods and housing, culture and leisure, and working and living conditions. The continuity of this strategic course--everything on behalf of man, everything for the good of man--was confirmed at the March (1985) Plenum of the CPSU Central Committee.

Large-scale re-equipment and reconstruction of enterprises are being carried out in the 11th Five-Year Plan. Between 1981 and 1984 the working conditions of another 12 million people were improved. The rate at which manual labor is being mechanized more than doubled. The number of people employed in jobs calling for heavy physical labor was reduced by almost 45 percent. The Special Comprehensive Program for the participation of trade unions in the work to reduce the use of manual labor in sectors of the national economy played an important role here. The movement for high production standards is becoming widespread. Production conditions are improving.

The all-encompassing task set by the party, reaching from labor safety techniques to safe technology, is being carried out consistently. One of the most important factors for successful fulfillment of this goal is the creation of a state system for labor safety standards at the initiative and with the participation of trade unions.

Measures are being carried out to improve the supply of special work clothing, footwear, and other means of personal protection to the workers. At the

suggestion of the AUCCTU the USSR Council of Ministers and the AUCCTU adopted a decree on this issue. There has been a significant increase in the production of special work clothing and special footwear. The national economy's demand for most types of special work clothing is being met fully by the resources allocated. With the aim of increasing the role of trade union organizations in the resolution of this problem, which affects millions of workers, the AUCCTU Presidium has confirmed and is putting into practice a program for trade unions to participate in the work being done to improve the supply of special work clothes, special footwear, and other means of personal protection to workers, kolkhoz farmers, and service personnel.

The level of organization of work being done to establish labor safety procedures is a key factor in ensuring safe and healthful working conditions and increasing production efficiency on this basis.

Further improvements and development of democracy and the entire system of socialist self-management, reflected in concrete terms in the USSR Law on Labor Collectives, has ensured greater participation by workers, kolkhoz farmers, and service personnel in production management, including efforts to improve working conditions, labor safety procedures, and health protection measures.

The prevention of injuries is the primary goal of labor safety practices. The work done by the Central Committee of the Maritime and River Fleet Workers Union is typical in this respect. In a two-year period the collegium of the ministry and the presidium of the trade union's Central Committee reviewed reports on labor safety procedures from the chiefs of all the maritime steamship lines. Specific measures were indicated for each line and practical assistance was provided.

Between 1980 and 1984 there was a 19 percent reduction in on-the-job injuries throughout the national economy as a whole. There has been a steady decline in fatal injuries. In the first four years of the current five-year plan there was a 10 percent drop in fatal injuries. There has also been a decline in the incidence of occupational and general illnesses.

A great deal has already been done. But there is no reason to be complacent. Labor safety and workers' health in a number of sectors of the national economy are still a critical problem.

The demands placed on managers for injury-free and accident-free operations are not adequate. The responsibilities of functional administrations and departments of ministries and all-Union industrial and production associations are not clearly defined. Departmental supervision is poor. The appropriate measures have not been taken to strengthen labor safety services and practices at ministries themselves and in their subdivisions.

Many fatal accidents occur in ferrous and nonferrous metallurgy, the timber industry, the power industry, in motor and rail transport, and several other sectors.

There have been no fundamental changes in the status of labor safety at many kolkhozes, sovkhozes, and other agricultural enterprises.

One of the priority tasks is to implement a system for managing labor safety procedures. The AUCCTU believes that it is essential for trade union committees and councils to work with ministries, departments, and other economic organs to complete overall introduction of this system in 1985 and 1986, and to ensure that the system encompasses enterprises in all sectors.

This goal can be met only under one condition: that we adhere strictly to the course approved by the party and supported by the country's workers, which is aimed at strengthening labor discipline, order, and organization, combatting drunkenness and alcoholism, and eliminating from our society these things that are alien to socialism.

Officials and specialists should be held more responsible for the strict fulfillment of their duties. Anyone in a management position, regardless of what that position is, must always remember his personal responsibility to the party and state for ensuring safe working conditions.

The CPSU Central Committee has repeatedly stressed the need to make better use of collective contracts and agreements for labor safety in efforts to improve working conditions. Strict responsibility for the fulfillment of these agreements is called for by law. However, at half the enterprises reviewed by the AUCCTU not all the measures called for in the comprehensive plans were included in collective contracts and agreements for 1985.

We should expand the role played by collective contracts and increase the responsibility of both management and trade union organs for their fulfillment.

As you know, the 12th Five-Year Plan should mark the beginning of profound qualitative changes in production. In the comprehensive plans that are now being worked out for 1986-1990, ministries, departments, and trade union committees and councils need to outline measures for making radical improvements in working conditions and labor safety procedures, for making further reductions in on-the-job injuries and in the incidence of occupational and general illness, and for raising the overall quality of production conditions. These measures should become an integral part of plans for the economic and social development of sectors of industry, republics, krais, oblasts, associations, and enterprises.

The AUCCTU believes that bringing the absolute majority of jobs in line with norms for industrial hygiene and labor safety in terms of basic production factors in the 12th Five-Year Plan is a realistic goal, along with removing practically all women from jobs requiring heavy physical labor, and all men by 1995.

In formulating comprehensive plans, special attention should be given to improving overall production conditions. Our goal is to provide all workers with medical and personal services facilities in the next 3-4 years. We must apply higher standards for creating safe and healthful working conditions at new enterprises and at enterprises undergoing reconstruction. After all, people in future generations will be working at these enterprises. Normative

documents confirmed by the government clearly outline requirements for labor safety procedures, which must be followed by both planning and construction agencies. Trade unions have been granted extensive rights in this area, and they can even reject a building plan or refuse to put a project into operation.

The AUCCTU is demanding that trade union central committees and councils, ministries, and departments exercise stricter control over prompt fulfillment of labor safety regulations in the course of building and rebuilding enterprises and take a principled stand in cases in which attempts are made to put enterprises into operation before labor safety regulations have been met.

Working conditions in production depend to a great extent on the quality of machinery and equipment and on how well they meet labor safety regulations. Planning and design organizations and machine building specialists play a key role in the resolution of this problem. In recent years quite a few models of new equipment have been developed which can truly be described as safe. Many types of this new equipment were on display at the "Labor Safety-84" exhibit. However, the inspections conducted in 1984 by the USSR State Committee for Standards and the AUCCTU showed that many products of the machine building industry have some serious flaws with respect to labor safety standards. Of the 80 types of agricultural machinery inspected by the AUCCTU and the Central Committee of the Agriculture Workers Union and manufactured by enterprises under the Ministry of Machine Building for Animal Husbandry and Fodder Production, not one met labor safety requirements. This problem was discussed at a meeting of the ministry's collegium, and assurances were made that steps would be taken to eliminate the flaws. Progress is very slow, however.

Unfortunately, the main consumers of this equipment, the USSR Ministry of Agriculture and the USSR State Committee for the Supply of Production Equipment for Agriculture, often give the green light to this kind of machinery.

In resolving labor safety problems science owes a great debt to workers in a number of sectors. For years occupational hazards have remained at many enterprises, especially those in the cement, coal, chemical, and metallurgical industries: these hazards include high levels of noise, vibration, dust, and gas. Measures effective enough to remove these hazards have still not been developed. Labor safety institutes under the AUCCTU have not done enough in this area.

The tension and monotony of labor are increasing, and workers are experiencing emotional overload. We are still waiting for scientists to develop machinery and technology that correspond to the demands of ergonomics, physiology, and human psychology, and for in-depth research on the effect of new physical, chemical, and other factors on human health.

The AUCCTU is making an urgent appeal, or actually demand, that the USSR State Committee for Science and Technology, the Academy of Sciences, ministries, and departments see that the resolution of these problems be reflected broadly in all-Union state scientific and technical programs for the 12th Five-Year Plan and up to the year 2000.

A considerable amount of work remains to be done to improve the supply of special work clothes, shoes, and other means of personal protection to the workers. Quite a bit has been done already. However, there are still many enterprises, especially in machine and instrument building, tractor and agricultural machine building, the Ministry of Construction in the Far East and the Transbaykal Regions, and a number of other ministries, without dry-cleaning and laundry services for work clothes and without facilities for the storage of clothing. Workers are often given special work clothes and shoes that do not correspond to their working conditions and are not the right size, and women's work clothing is not ordered.

The reason for this is that various ministries and departments and trade union central committees and councils are limited by directives. Many territorial organs of the State Committee for Material and Technical Supply have not recognized the importance of this problem; they often receive request forms that have been filled out incorrectly, there is poor control over the quality of the special work clothes and shoes and their assortment, the manufacturing enterprises are almost never called on to replace defective goods, and few efforts are made to introduce new goods.

As in the past, the problem of the quality of fabric used in special work clothing is extremely critical. The AUCCTU will work to get the USSR Ministry of Light Industry to utilize its wholly adequate technical possibilities to raise the quality of fabric.

Taking advantage of the opportunities and rights granted by the USSR Law on Labor Collectives, we must continue to stress the development of volunteer service in labor safety procedures. Control over working conditions and adherence to labor safety norms and requirements should become a universal responsibility, and this control should be effective. Everything possible must be done to develop and support initiative among workers in the campaign against violations of labor discipline, safety regulations, and drunkenness. Greater use should be made of economic and moral incentives for the best activists and systematic, high-quality instruction should be provided for them.

Permit me, on behalf of the conference participants, to assure the CPSU Central Committee and the Soviet state that trade unions will work with management organs to do everything possible to provide people with safe working conditions so that they can successfully fulfill the plans for our homeland's economic and social development.

Speech by M. M. Kravchenko, Deputy Chairman of the USSR State Committee for Labor and Social Problems

In the past years of the 11th Five-Year Plan some major steps have been taken in this country to bring about technical re-equipment of the national economy, reduce manual, unskilled, and heavy physical labor, and improve the organization of production. More than 30 billion rubles have been spent just on measures outlined in comprehensive plans for improving working conditions, labor safety, and medical and health care services.

However, we still have the problem of a large number of workers performing heavy physical labor. This is especially important, with about 9.5 million people engaged in manual labor in industry alone.

In addition to implementing new methods to reduce manual labor, a great deal can be done directly at job sites by manufacturing equipment for small-scale mechanization.

A system for certification and rationalization of jobs should serve as the organizational and methodological basis for controlling working conditions. The experience that has been gained in certification shows that the time has come to make the transition to a qualitatively new stage--the introduction of job certification as a mandatory planning measure.

We have a fairly well-organized system for developing five-year comprehensive plans to improve working conditions, labor safety procedures, and medical and health care measures. Not all ministries have implemented effective control over the fulfillment of these plans. In the USSR Ministry of Power and Electrification and the Ministry of the Construction Materials Industry, for example, this type of control is practically nonexistent. A number of ministries have failed to ensure complete fulfillment of the plans for the past four years.

We need to reject the practice of determining the danger presented by working conditions on the basis of purely formal indicators, that is, on the basis of the profession of the worker employed in a given job, which grants the rights to certain benefits, as is the case now.

Female workers are a source of special concern in our country. There are over 50 million women currently employed in our national economy, which represents 51 percent of all laborers, and office and professional workers. During the current five-year plan ministries and departments are doing some specific work to improve women's working and living conditions.

Measures carried out in accordance with Decree No 1149, issued by the USSR Council of Ministers and the AUCCTU on 5 December 1981, have done a great deal to make things easier for women employed in jobs requiring manual labor; norms have been set for the maximum allowable weight that women may handle manually. At enterprises of the USSR Ministry of the Communications Equipment Industry, the Ministry of Communications, the Ministry of Land Reclamation and Water Resources, the Ministry of Light Industry, the Ministry of Railways, the USSR State Committee for Material and Technical Supply, and others, new norms have been introduced for more than 60 percent of all the women employed.

Speech by I. M. Vladychenko, chairman of the USSR State Committee for Supervision of Safe Working Practices in Industry and for Mine Supervision

As a result of the work done by management and social organizations and control organs under the guidance of party organs, systematic improvements are being made in working conditions during the current five-year plan. The number of fatal accidents is dropping.

Organs of the State Committee for Supervision of Safe Working Practices in Industry and for Mine Supervision are regularly increasing the number of inspections performed at enterprises and projects, and especially inspections made directly at job sites. However, the measures being carried out have not been effective in all sectors.

The use of machinery and equipment with a high unit capacity, technological processes that are carried out under high pressure and at high temperatures, shifting mining operations to deeper levels, the development of permafrost regions and continental shelf areas, among other things, are contributing to a significant increase in occupational hazards. However, this process is not always accompanied by prompt development in every sector of technical means and systems of organizational measures to ensure labor safety.

Progress in problems involving the mechanization and automation of labor-intensive processes, and reduction in the level of exposure to dust and gases at job sites, is slow. The situation at a number of buildings, structures, and units is unsatisfactory.

Quite a few complaints can be made about enterprises and organizations under the Ministry of the Chemical Industry, the Ministry of the Petroleum Refining and Petrochemical Industry, the Ministry of the Petroleum Industry, and the Ministry of Geology.

Workers who permit any deviations from established regulations and norms, even small deviations, and who violate labor and production discipline should be dealt with more severely and rigorous measures should be implemented to exert a moral, economic, and administrative influence on these individuals; at the same time, the best workers should be encouraged and given incentives. Unfortunately, one must note that in spite of its exceptional importance, labor safety has not become an integral part of production organization and management. Although there are directives and measures aimed at improving labor safety procedures in force both at ministries and enterprises, as a result of a low level of performance discipline and sometimes an irresponsible attitude on the part of officials, these directives and measures are not always carried out.

It is very important in resolving problems of improving working conditions to follow the best models. In this connection, the experience of leading brigades, including the shaft sinkers' brigade at the Karaganda mine imeni the 50th anniversary of the October Revolution, led by D. Akkoshkarov, should be given all-around support and should be incorporated elsewhere.

In light of directives from the CPSU Central Committee and the government, the State Committee for Supervision of Safe Working Practices and Mine Supervision is taking practical steps to improve the style and methods it uses, it is seeking out new ways to prevent accidents and injuries, and it is raising the engineering level of the studies it makes of enterprises and projects, along with the level of organization and discipline. It is our duty and responsibility to uncover sources of danger and to work to ensure their removal.

Opinions and Suggestions of Conference Participants

Yu. N. Markov, chairman of the trade union committee at the "Uralsmash" Production Association

When discussing improvements in working conditions, one cannot leave out the question of providing workers with special work clothing. The fabric used in the uniforms wears out very quickly.

We are not denying responsibility for this situation. Prompt submission of orders that are properly filled out, in addition to the receiving, storage, issuing, laundering, dry cleaning, and mending of clothing are all areas in which the organization could be improved, which would in turn improve the situation as a whole. Our trade union committee has just come forward with an initiative to sign contracts with factories to participate in the development of personal protection clothing that will correspond to the conditions encountered in our production operations.

K. K. Pavlov, combined brigade leader at "Izhostroy" Trust No 35 of the Main Territorial Administration for Construction in Western Regions of the RSFSR

Since 1984 the brigades in our trust have been using a safety index. This encourages increases in the level of labor safety practices. However, for some reason, this important indicator is not called for in provisions for the brigade contract system. And it is not connected with the payment of bonuses.

A. Ya. Rybakov, chairman of the Central Committee of the Machine Building and Instrument Making Workers Union

At enterprises where systematic, well-organized efforts are being made to introduce labor safety standards and where technical inspections and trade union control are carried out regularly, the number of injuries due to equipment that is in disrepair or to poor manufacturing procedures is minimal. For this reason we decided to develop, within the system of each ministry, sectorial recommendations or standards for introducing labor safety management systems and pass them on to each enterprise.

O. G. Mikhaylov, general director of the Voronezh Aircraft Production Association

The introduction of a system for managing labor safety practices at the shop level is a new step along the road to complete resolution of problems involving the prevention of on-the-job injuries. This system has made it possible to draw attention to questions of ensuring safe performance of the operations and absolutely all the services of the given subdivisions, to regulate their rights and responsibilities, and to increase the personal responsibility of shop foremen and specialists in all links. It seems that the future lies in this method of resolving complex tasks, since practical experience has provided convincing evidence that a systematic approach to labor safety problems has truly positive results.

V. P. Taranenko, chief of the labor safety department of the Kherson Oblast Trade Union Council

We are continuing to introduce a system for managing labor safety procedures on a broad front. We can see results in those areas where the system is already in operation. For example, in the past eight years the rate of on-the-job injuries at the Kherson Cotton Combine has dropped to one-third the previous level. Even greater progress would have been made if the ministries issuing orders for the introduction of labor safety standards had provided the necessary materials and funds for these measures.

Comments from Conference Participants

E. K. Bans, chairman of the "Padom'yu Latvija" kolkhoz, Rihski Rayon, Latvian SSR

The basis of our campaign against injuries is a comprehensive plan for improving working conditions and medical and health care measures; all our specialists are involved in the development of this plan, and fulfillment of the plan is monitored by the board and social inspectors of the kolkhoz's trade union committee. In the second place, we regularly hold "Labor Safety Days" and take measures to eliminate problems that are uncovered. Third, we regularly teach the kolkhoz farmers safe labor techniques.

All this makes it possible for us to reduce the level of on-the-job injuries and illness every year.

There is something else troubling us today. Construction is the major factor in the social development of rural areas. However, the materials allocated for construction fall considerably short of our kolkhoz's needs. This is true for the republic as a whole. Between 30 and 45 percent of the buildings and structures are showing a great deal of wear and are outdated. In addition, the demand for construction materials to meet repair and operating needs is not being fully met.

S. V. Kolpakov, first deputy minister of ferrous metallurgy of the USSR

The efforts of management organs and trade union committees in our sector are currently directed at making radical changes in the work of metallurgists and at technical re-equipment of enterprises. During the first 4 years of the five-year plan a total of 1.9 billion rubles has been spent on these measures, which is 6 percent more than called for in the plan. The comprehensive "Health" programs are functioning successfully at our enterprises.

However, there is still quite a bit left to be done. Last year the collegium of the USSR Ministry of Ferrous Metallurgy reviewed various issues involving labor safety 16 different times. Some serious shortcomings were revealed in the work being done by the Ukrainian SSR Ministry of Ferrous Metallurgy to create healthful and safe working conditions, and the status of this work at a number of enterprises received an unsatisfactory evaluation. The collegium

took some very serious measures to correct the situation. This policy will continue to be followed in the future as well.

G. F. Sukhoruchenkova, chairman of the Central Committee of the Chemical and Petrochemical Industry Workers Union

Our trade union, together with the ministries, has chosen as the main direction of its work the introduction of a Unified System for the Prevention of Industrial Injuries and Accidents; the basis of this system is the experience of the "Nitron" Production Association in Saratov and the "Azot" Production Association in Severodonetsk. This has made it possible to organize planning, constant monitoring, and evaluation of labor safety measures at all levels of production management.

The system could be more effective, however. The level of discipline at the job sites is low. The chief specialists at some enterprises are doing a poor job, and there is no effective campaign against violations of labor safety regulations. The principles of economic and moral incentives outlined in the unified system are not always followed.

L. V. Zverkovskiy, chief of the State Motor Vehicle Inspection Administration of the USSR Ministry of Internal Affairs

Internal affairs organs have gained experience in cooperating with trade union organizations to strengthen transportation discipline. Between 1983 and 1984 the USSR Ministry of Internal Affairs and the AUCCTU carried out a unionwide inspection of the work that is being done to ensure traffic safety on rural roads. Other measures have been and are still being implemented. I would like to make special mention of the assistance provided by trade union organizations in strengthening discipline among drivers in the Georgian SSR and Latvian SSR, and Volgograd, Ulyanovsk, and Moscow oblasts.

On the whole, the state of affairs here is still not really satisfactory. Drivers of state vehicles, which account for less than one-third of all the vehicles in the country, are responsible for 40 percent of all traffic accidents. The annual technical inspections reveal that one-fifth of the motor vehicles are in need of some repair, which certainly represents a threat to traffic safety. This means that the managers of many enterprises are doing little to prevent accidents and trade union committees are complacent about this situation.

I. G. Trofimov, chief of the Rostov Okrug Administration of the USSR State Committee for Supervision of Safe Working Practices and Mine Supervision

Practice shows that over half of all accidents with a serious outcome occur as a result of inadequate management and poor organization of labor. In light of this, it is necessary to expand the role played by foremen. It is not normal for the foreman to be without any serious levers of economic control over those who violate discipline.

The time has come to think about providing legal support for the movement for collective labor safety and for reducing injuries. It is important for

initiatives such as that proposed by a brigade of Karaganda miners with the motto "We will live up to the trust" be followed by bilateral obligations clearly laid out in a collective agreement or similar document for engineering and technical personnel to create safe working conditions, and for workers to adhere strictly to production and technological discipline and labor safety regulations. Economic and moral incentives should also be provided for, along with penalties for violations.

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EDUCATION

IMPROVEMENT OF SPECIALIST TRAINING URGED IN UKRAINIAN SSR

Moscow SREDNEYE SPETSIAL'NOYE OBRAZOVANIYE in Russian No 3, Mar 85 pp 8-11

[Article by V. D. Parkhomenko, UkSSR Minister of Higher and Secondary Specialized Education, under rubric "Indoctrinational Work": "Giving Students an Enthusiasm for a Beneficial Cause"]

[Text] Guided by the decisions of the 26th CPSU Congress and the April 1984 Plenum of the party's Central Committee and by the Basic Directions in the Reform of the General Educational and Vocational School System, UkrSSR Minvuz [Ministry of Higher and Secondary Specialized Education], the branch ministries and departments, and the collectives at technicums and schools have concentrated their attention on improving the quality of training of specialists for the national economy.

The tasks that have been set by the party are being resolved by improving the content of the education, by the considerable improvement of the methodological support given to the instructional and indoctrinational process, by the broad use of technical means of instruction, computer technology, trainers, production situations, business games, as well as the constant attention paid by the leadership of the educational institutions to questions of reinforcing the training-materials base at the technicums and schools. During the current five-year period alone the degree to which the secondary special educational institutions have been provided with technical means of instruction has almost doubled; there has also been a corresponding increase in the number of lessons conducted by each instructor with the application of TSO [technical means of instruction].

The training-methodology leadership of the technicums and schools is carried out by UkSSR Minvuz through the branch republic-level ministries and departments, their training-methodology offices, the oblast councils of directors, and the oblast (city) base technicums and schools.

In the Ukrainian SSR the training of specialists with secondary special education is carried out in 384 specialties at 730 technicums and schools. The number of students there is 803,400 persons, including 508,300 in the day department, 79,500 in the evening department, and 215,600 in the correspondence department. Twenty-seven republic ministries (departments) have

subordinate to them 511 educational institutions and 218 technicums and schools in 46 union-level ministries.

In the materials pertaining to the reform of the general educational and vocational school system (Section III), special attention is devoted to the labor instruction and vocational guidance of young people. In our opinion, the question to be considered in this article is one of the possible ways to resolve the task posed by the April 1984 Plenum of the CPSU Central Committee.

The indoctrination of creative participation, the deepening of the young students' knowledge, and the training of young people for practical activity are promoted by the system that has developed at our republic's secondary special educational institutions -- the system of scientific-technical creativity of the students which is based on the maintenance of the instructional process and which is carried out throughout the entire instructional period with a consideration of the students' age peculiarities and individual preferences.

In our republic, technical creativity as a component of the instructional and indoctrinational process was approved as a system by the board of UkSSR Minvuz in 1980. That system stipulates work with the students both during their instructional time and during their noninstructional time. Starting with this school year, they have begun to study the subjects "Principles of Technical Creativity," for the technical specialties; and "The Specialist's Experimental and Creative Work," for the other specialties, in the upper classes in the educational institutions of UkSSR Minvuz. When studying that course and elaborating the individual assignments for technical creativity, wide use is made of materials provided by the base enterprises with regard to efficiency improvement and inventiveness, as well as the latest achievements of science and technology.

Curricula for these subjects and methodological elaborations have been published, and classes have been conducted with the instructors. In addition, the pedagogical collectives at the technicums and schools have reconsidered the content and subject matter of the laboratory and practical projects, have introduced elements of research into them, and have worked out the individual assignments for the technical creativity of the students for the period of instructional, technological, and pregraduation practical work in production and the annual and graduation projects.

When working out the students' individual assignments for technical creativity, one also uses the materials of the base enterprises for efficiency improvement and inventiveness.

At the present time the system for introducing technical creativity into the instructional process is being used by more than 250 secondary special educational institutions in a number of UkSSR branch ministries and departments: Minchermet [Ministry of Ferrous Metallurgy], Minavtotrans [Ministry of Motor Transport], Mindorstroy [Ministry of Highway Construction and Maintenance], Minzhilkomkhoz [Ministry of Housing and Municipal Services], Minsel'khoz [Ministry of Agriculture], Mintorg [Ministry of Trade], and Ukoopsoyuz [Ukrainian Union of Cooperatives].

In the secondary special educational institutions of republic subordination, every third graduate, and in those of union subordination every fifth graduate, is executing a graduation project with an individual assignment dealing with technical creativity. During the past three years there has been a 3 percent increase in the number of graduation projects that have been recommended for introduction into production.

In our republic's technicums and schools, complete provision has been made for work dealing with scientific-technical creativity during noninstruction time. This has unconditionally increased the students' interest in efficiency improvement and inventiveness. In the educational institutions subordinate to UkSSR Minvuz alone, approximately 80 percent of the students worked in the clubs during the 1983-1984 school year.

The instructors who are involved in leading the special-subject and technical clubs are not only the staff instructors, but also representatives of the industrial enterprises and institutions of higher learning, the number of whom approached 900 in the past school year. That work has been well organized in the secondary special educational institutions of Dnepropetrovsk, Donetsk, Lvov, and certain other oblasts.

Scientific-technical creativity makes it possible to capture the students' enthusiasm, to engage them in interesting and beneficial work, to direct their activity into the necessary channels, and to instill in them a love of labor, which is of great indoctrinational importance, and also to deepen the theoretical knowledge that is aimed at developing their vocational skills and at improving their practical training, and to familiarize the future specialists with the principles of efficiency improvement, inventiveness, and patent matters.

One of the most extensive forms of technical creativity is the use of special-subject and special-interest clubs. In the 1983-1984 school year, our republic's technicums and schools operated more than 15,000 clubs, in which approximately 238,000 students participated. The work in the clubs is aimed at improving the training-materials base of the technicums and schools themselves, and also at fulfilling the assignments of the base enterprises and the production orders of other educational institutions. In the 1983-1984 school year, members of the clubs manufactured more than 26,000 instruments, mockups, monitoring machines, laboratory work stands, pieces of apparatus, and visual aids that are used in the instructional process.

There has been an increase in the role of the subject-matter (series) commissions in organizing and conducting among the students the "Best in the Subject" and "Best in the Occupation" contests. In the past school year, 62.5 percent of the students in the secondary special educational institutions of UkSSR Minvuz and 58.8 percent of the students in the educational institutions of republic subordination took part.

Something that has become firmly entrenched in the work of the secondary special educational institutions of UkSSR is the execution by the students of assignments of a research nature, their participation in efficiency

improvement and invention development during their technological practice period in production. There has been a considerable increase in the share of economic research and an intensification of the attention that the participants in NTTU [Scientific-Technical Creativity of Students] show to questions linked with the implementation of the Food Program. Good results were achieved by the students at the Buchach Sovkhoz-Technicum under the guidance of instructor A. M. Derevyagin. The materials pertaining to their research were published in the scientific articles "Suitability of the Podsolized Soils of the Western Forest-Steppe for the Planting of Apple Trees" and "The Influence of the Forms of Potassium Fertilizers Upon the Harvest of Strawberries" in the journal VESTNIK SEL'SKOKHOZYAYSTVENNOY NAUKI. For the republic as a whole in 1983 alone, during the period of performing practical work in production, people made more than 2500 efficiency-improvement suggestions that had a considerable economic benefit. The press published 57 projects carried out by students (as sole researchers or in cooperation with other researchers), and 44 originator's certificates [Soviet patents] were received, including 20 which were granted to students at five Odessa technicums.

Experience that deserves attention was that which pertains to the operation of the students' experimental-design shop at the Lvov Agricultural Construction Technicum, which operates in close contact with the students' planning and design bureau of Lvov Polytechnical Institute. In the course of the 1983-1984 school year, on the basis of a contract governing creative cooperation between the collectives at the institution of higher learning and the technicum, six institute students and 40 technicum students worked on joint projects with, respectively, 10 and 15 workers of the educational institutions. Planning and estimate projects were executed for a total amount of 10,000 rubles. A considerable number of projects are executed by experimental-design shops, pertaining to the remodeling of the technicum.

In recent time, in the secondary special educational institutions of UkSSR, there has been an increase in the number of the students' graduation projects that were executed with individual assignments pertaining to technical creativity.

For example, at the Kharkov Mechanical Technology Technicum in 1983, 128 graduation projects were recommended by the State Certification Committee for introduction into production. At the Zaporozhye Electronic Instruments Technicum, more than one-third of the graduation projects were recommended for introduction into practice.

A considerable number of feasible graduation projects that were developed by students in technicums in Odessa, Dnepropetrovsk, and Donetsk oblasts are also finding application in production.

The increase in the effectiveness of the work involving the scientific-technical creativity of the students is promoted by the active participation of the public organizations of the Scientific-Technical Society (NTO) and the All-Union Organization of Inventors and Efficiency Experts (VOIR). The primary organizations of NTO and VOIR in the secondary special educational institutions render assistance to the administration at the technicums and to

the NTTU councils in preparing and introducing laboratory practical work programs involving the assimilation of new technology, conduct consultative sessions for the instructors in the use of that technology, invite experienced specialists in the branch enterprises to take part in them, etc.

The work experience that is of greatest interest is that acquired by the primary organization of the Radio Technology, Electronics, and Communication NTO imeni A. S. Popov, at the Kharkov Electrical Communication Technicum in attracting students to participate in technical creativity, which experience was approved by the presidium of VSNTU [All-Union Council of Scientific-Technical Societies].

At the Vinnitsa Railroad Transport Technicum, the NTO primary organization has 777 persons, including 742 students, who work in 32 subject-matter and technical clubs. As they remodel the equipment in the laboratories, execute operating models and machinery, and manufacture graphic aids and instruments with their own hands, the students develop their creative initiative and their striving for a search and for efficiency improvement.

The VOIR primary organizations also render effective assistance in developing invention work and efficiency improvement. In the 1980-1981 school year the secondary special educational institutions submitted 960 efficiency-improvement suggestions; and in the 1983-1984 school year, 1601. The precise, well-organized system of work with the student efficiency experts, and then with the graduate efficiency experts, is carried out at the Lvov Technicum for the Food Industry. At the Zhdanov Technicum for Urban Electric Transport, under the guidance of instructor Yu. A. Koroshchenko, a project was executed, as a result of the introduction of which at the Ukrlift [Ukrainian Elevator] and Donetsklift [Donetsk Elevator] trust, a considerable economic benefit was achieved.

An important place among the forms of organizing the students' creative work is occupied by the experimental design bureau, the activity of which is closely linked with the development of the equipment for the training laboratories.

Work experience that deserves attention is that gained by the Integral combined creative experimental design detachment at the Vinnitsa Electronic Instruments Technicum. The first creative students detachment was created in the summer of 1982 on the initiative of the oblast student detachments staff and the Council for Scientific-Technical Creativity, of the Vinnitsa Electronic Instruments Technicum. Since that time, the technical detachment has been working regularly to execute the production orders of enterprises and organizes in developing and manufacturing experimental models of new technology. Effective factors in increasing labor productivity and improving the quality in the detachment are the deadlines and the quality of execution of the projects. During the past three years Integral executed a volume of projects with a total value of 42,000 rubles. During that period, three complexes for programmed checking of students' knowledge, each of which complexes has 30 work stations, were developed and manufactured, as well as two exterior-model "Date-time-temperature" informational displays, and a specialized information and reference display for dispatcher operations in construction.

A large amount of benefit in propagandizing scientific-technical creativity is rendered by exhibitions. From 1980 through 1984, more than 12,000 exhibits were displayed, included 701 at VDNKH SSSR [Exhibition of the Achievements of the USSR National Economy] and 1459 at VDNKH USSR [Exhibition of the Achievements of the UkSSR National Economy].

The republic has permanent exhibitions of the technical creativity of the students from technicums of UkSSR Minchermet, UkSSR Minsel'khoz, and a number of other ministries. They are used as the basis for conducting seminars and field trips. Every exhibition is regularly changed, with the introduction of new displays, and this also provides the opportunity to demonstrate the rise in the level of the skill in the collectives and their role in improving the NTTU.

For example, during the first four years of the 11th Five-Year Plan, the permanent exhibition of UkSSR Minchermet showed approximately 1500 displays. During the past 15 months alone, 3500 persons became acquainted with the exhibition.

Since 1970, the UkSSR Minsel'khoz exhibition was visited by approximately 70,000 persons. The delegations included guests from all the union republics and more than 50 foreign countries.

Among the permanent exhibitions of technical creativity in the secondary special educational institutions one should particularly mention the exhibition of the Irpen Industrial Technicum (UkSSR Minchermet), where displays of the subject-matter and technical clubs of students with all specialties are represented.

The guidance in organizational methodology for the scientific-technical creativity of the students at the secondary special educational institutions in UkSSR is carried out by the Instructional Methodology Administration, by the Republic Scientific-Methodology Office for Secondary Special Education, UkSSR, and by the republic section of the scientific-technical creativity of the students, by way of the branch ministries and departments, director councils, and oblast sections of NTTU.

The work being carried out by UkSSR Minvuz to introduce a system of organizing the scientific-technical creativity of students at the secondary special educational institutions is largely contributing to improving the quality of the training of middle-level specialists, to improving the students' pass rate, and to reducing the number of student dropouts.

Attaching great importance to developing that direction in the activity of our republic's secondary special educational institutions, UkSSR Minvuz deems it necessary to develop and carry out a series of measures involving the further development of the scientific-technical creativity of the students, which are aimed at increasing the effectiveness of the instructional and indoctrinational process, the reinforcement of the ties between instruction and production, the efficient use of microprocessor technology and material

resources, the acceleration of scientific-technical progress, and the introduction of its results into the instructional process.

USSR Ministry of Higher and Secondary Specialized Education, and our country's technicums and schools, guided by decisions of the 26th CPSU Congress, the June 1983 and April 1984 Plenums of the CPSU Central Committee, and the Basic Directions in the Reform of the General Educational and Vocational School System, are carrying out a large amount of work to improve the training of skilled specialists with secondary special education, and to assure the broad and effective involvement of students in scientific-technical creativity.

Attaching great importance to developing this direction in the activity of the secondary special educational institutions, the board of USSR Minvuz has considered the state of scientific-technical creativity in the technicums and schools of Ukrainian SSR. The board has noted the large amount of fruitful work performed by UkSSR Minvuz in involving students in the secondary special educational institutions in scientific-technical creativity, and also approved the experience of the joint work performed by the Lvov Rural Construction Technicum and the Lvov Polytechnical Institute in executing economic-contract operations on the basis of a contract governing creative cooperation.

For purposes of the further improvement of the work of the secondary special educational institutions in developing the scientific-technical creativity, the board made the following recommendations:

1. UkSSR Ministry of Higher and Secondary Specialized Education is to:

-- develop and carry out a series of measures to assure the further development of the scientific-technical creativity of the students, which are aimed at increasing the effectiveness of the instructional and indoctrinational process, the reinforcement of the ties between instruction and production, the efficient use of material resources, the acceleration of scientific-technical progress, and the introduction of its results into the instructional process;

-- introduce on a broader scale the elements of research and scientific-technical creativity into the instructional process, into the laboratory and practical classes, production-practice classes, and the annual and graduation projects;

-- carry out the further development of the clubs dealing with special interests and subjects, and the students' experimental design bureaus, directing their work toward the reinforcement of the ties with production and the improvement of the material-technical base of the technicums.

2. The ministries of higher and secondary specialized education of the union republics, the GUUZ [Main Administrations of Educational Institutions], UUZ [Administrations of Educational Institutions], UK [expansion unknown] and UZ [expansion unknown] of the branch ministries and departments, are to:

-- disseminate the work experience of UkSSR Minvuz and plan additional measures that guarantee the further improvement and increase in the

effectiveness of the work performed by the technicums and schools in the scientific-technical creativity of the students with a consideration of the specific conditions of each region and the specifics of the branch;

-- complete the creation of branch councils on the scientific-technical creativity of the students, which carry out the organizational-methodology functions of developing the creative work of the subordinate secondary special educational institutions, and, jointly with the enterprises and the organizations in the branch, to take steps to prove the material-technical support of the scientific-technical creativity of the students;

-- carry out measures regularly to assure the study, generalization, and dissemination of the advanced experience in organizing the creative activity of the students at technicums and schools. They are to define in the branch the base secondary special educational institutions with regard to the scientific-technical creativity of the students, which institutions would be the center of the methodological work and a place to hold annual exhibitions of the scientific-technical creativity of the students, and seminars for the chairmen of the councils for NTTU at the technicums and schools;

-- for purposes of implementing the Basic Directions in the Reform of the General Educational and Vocational School System, carry out on a broader and more effective basis the creative work of the students during their period of production practice. In the practical-experience curricula it is necessary to stipulate the participation of the students in efficiency-improvement and invention-related activity at the enterprises, which activity is aimed at locating and eliminating production bottlenecks, and also to include sections that stipulate the setting up and carrying out of research by the students at the production site itself;

-- develop and improve in every way one of the most extensive forms of scientific-technical creativity -- the subject-matter and special-interest groups -- and to guarantee the precise organization of their work and effective methodological guidance.

3. The directors of the subordinate secondary special educational institutions are to be required to:

-- guarantee the introduction and implementation of the comprehensive plans for the organization of the scientific-technical creativity of the students at the secondary special educational institutions for the entire period of instruction;

-- promote the broad involvement of the instructors and other workers at the educational institutions in the guidance of the students' creative work. When conducting the certification of the instructors and summing up the results of the socialist competition, a consideration is to make of their participation in scientific-technical creativity;

-- guarantee the development of feasible annual and graduation projects, that makes it possible to involve the students in the execution of projects based on work orders from production enterprises;

-- create in the educational institutions primary organizations of VOIR and NTO, and introduce into the work of those societies those forms of scientific-technical creativity that would promote the reinforcement of the ties that instruction have with the production and social activity of the future specialists;

-- carry out measures aimed at expanding the students' experimental design work on the basis of economic contracts with industrial enterprises, institutions, and organizations, kolkhozes and sovkhozes, and increase the practical significance of the topical material being developed;

-- introduce into the work practice the organizing of permanent exhibitions of the students' creative projects. On the basis of these exhibitions, they are to carry out competitive project reviews, conferences on scientific methodology, the training of NTU organizers and managers, and seminars for instructors for studying the advanced experience in organizing the students' scientific-technical creativity; conduct on a broader school subject-oriented Olympic games and contests in professional skill; and propagandize the achievements of the best students and instructors in scientific-technical creativity with the aid of the mass information media.

4. The councils of directors of secondary special educational institutions are to:

-- make it a broader practice to achieve cooperative work among the technicums and schools in the joint conducting of experimental, design, and research projects, and the use of the material base of the educational institutions, their production-training shops, experimental grounds, test ranges, etc.;

-- expand sponsorship ties of creativity that the technicums have with the general educational schools and the vocational-technical schools, by organizing the joint creative work of the students, and the orientation of the activity of the production-training shops toward the development and production of output intended for instructional purposes.

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EDUCATION

PEDAGOGICAL TRAINING IN TURKMEN SSR VUZES VIEWED

Moscow VESTNIK VYSSHEY SHKOLY in Russian No 2, Feb 85 pp 9-12

[Article by Professor S.N. Muradov, Turkmen SSR minister of higher and secondary specialized education, under the rubric "At the Center of Attention--Decisions of the CPSU Central Committee's April Plenum": "Turkmenia's VUZ's--to the School"]

[Text] Daily work to implement the school reform is underway in our republic, as it is throughout the nation. We are proceeding from the premise that the pedagogical and the scientific and technical capability of higher and secondary specialized education should be fully applied in this work. First and foremost, we must fundamentally improve all aspects of the training and indoctrinational process at VUZ's training teachers. We have decided to tell about the work being performed by our ministry's VUZ's in this area.

Four out of six VUZ's train teachers: Turkmen University, the Turkmen Pedagogical Institute, the Turkmen Physical Culture Institute and the recently opened Ashgabat Pedagogical Institute of Russian Language and Literature.

They have to meet all of the needs of all types of educational institutions for teachers. The republic's Ministry of Higher and Secondary Specialized Education, Ministry of Education, State Committee for Vocational and Technical Education and Gosplan have therefore thoroughly studied the needs for teachers and worked out proposals, which show that the plan for accepting students for the pedagogical specialties will be increasing by the year and will have increased by 23.2 percent by the end of the 12th Five-Year Plan, compared with the end of the 11th. It is also planned to establish new specialties. The establishment of a corresponding materials and equipment base has begun.

We consider the opening of the Ashgabat Pedagogical Institute of Russian Language and Literature (mentioned above) this academic year to be the first important step in the implementation of the reform. It will have to provide the national schools with teachers, high-class teachers. And there are grounds for assuming that our new VUZ will cope with this task: The youth are enormously interested in studying the Russian language, and four students competed for each slot in the competition for acceptance at the institute--the highest degree of competition at republic VUZ's. This institute will turn out more than 400 teachers annually under the 12th Five-Year Plan. By the end of this

five-year period, the higher and secondary pedagogical educational institutions will be providing the republic with up to 5,000 teachers in all specialities annually.

The next most important and perhaps, most difficult task is that of fundamentally improving the training of public education cadres. USSR Minister of Higher and Secondary Specialized Education V.P. Yelyutin has stated that the entire pedagogical education will have to be rapidly brought up to a position of leadership with respect to the qualitative makeup of the student body.

The VUZ staffs are presently actively engaged in updating the content of the general science, psychological and pedagogical, and special disciplines, to strengthen their linkage with the tasks of the general education and the vocational school. Subject time-table plans have been compiled for reviewing the texts of lectures, and greater demands are being set for their content. First of all, it is demanded that they motivate the students to engage in independent quests and instill in them a need for self-education. The instructors are striving to make the students' independent work more effective. Schedules have been compiled in the departments for conducting colloquiums and individual talks, for finishing the program material not mastered by the students, and so forth.

It is being made the goal of the practical training of the students to acquaint them to the maximum degree with the latest achievements of science and technology, and to develop in them precisely those practical abilities and skills dictated by the demands of life. In the training of physics and mathematics teachers, for example, a serious effort is being made to see that they not merely learn the basics of electronic computers, but also learn how to use it in their future work. The instructors at a number of VUZ's are also learning to handle this equipment.

Plans for ideological and indoctrinational work for the 1984/85 academic year have been reviewed. Indoctrinational measures are being carried out in the departments and schools to develop in the future teachers the qualities they will need.

An important place is being assigned to advisors in the system of indoctrination for the student body. It is planned to enlarge their role and responsibility for the organizational and indoctrinational work within the student group. The departments, dean's officers and public organizations have been charged with the task of carefully selecting the advisors. Young advisors are provided with scientific and methodological assistance. Seminars have been set up for them on matters of communist indoctrination and organization of the political and indoctrinational work.

The students are being helped to learn how to conduct political and indoctrinational work at the school by practical social and political work performed in all our courses in accordance with a plan and program compiled for the entire training period and stressing the specialist's skills description. The content, forms and methods of the practical public and political training are being reviewed with a view to strengthening its linkage with the school. Changes have

been made in the content of the psychological and pedagogical disciplines, taking the requirements of the reform into account. Special attention has been given to the methodological disciplines, since precisely these disciplines develop in the students a significant quantity of professional knowledge and skills. The revision of courses on private teaching methods has already been started, with a view to developing in the students a creative attitude toward the resolution of methodological problems.

A system of specialization disciplines designed for a five-year term of study has been worked out in many departments. It defines the place of disciplines of the psychological and pedagogical cycle, logically and didactically. Students in the first 2 years of study can now attend special courses and take part in seminars on such subjects as "The Lesson at the Contemporary Stage," "Methodological Principles for Teaching the Russian Language," "Methods of Indoctrinational Work," "Job Orientation for School Children" and others. The practical focus of the special course on "Methods of Pioneer Work" has been strengthened, and the specific nature of the rural teacher's work is taken into account. A section on "The Teacher in the Contemporary Society" has been added to the course on "Introduction to the Specialty."

The subjects for testing students of the correspondence study department are being worked out. They involve primarily summarizing experience in implementing the reform at educational institutions with students studying by correspondence.

The subjects for degree thesis in pedagogics have been reviewed and brought into greater conformity with the praxis of the school's training and indoctrinational process. The following subjects are being introduced, for example: "The Ideological and Political Indoctrination of School Children," "The Role of Self-Education in the Shaping of the Adolescent's Personality," "The Importance of Books for Developing Humanism in the Children," as well as subjects covering the work of the teacher in preparatory classes. The number of course and degree subjects pertaining to private methods problems has been increased at the university.

The substance and organization of the pedagogical practices have been revised for improving the professional development of the future students. The students undergoing practical training have been issued the "Instructions on the Tasks of the Pedagogical Teams in Implementing the Reform of the General Education and the Vocational School," for example, and the substance and forms of participation by students undergoing practical training in the communist indoctrination of the students have been defined in the methodological instructions for extracurricular work. From the first days of their practical training the students have taken part in the operation of school museums, in meetings with war and labor veterans, and in the preparation of the schools for celebrating the 60th anniversary of the founding of the Turkmen SSR and the communist party of Turkmenistan, and the 100th anniversary of Turkmenia's voluntary inclusion as part of Russia.

Together with the republic's State Committee for Vocational and Technical Education, the Ministry of Higher and Secondary Specialized Education has passed a

decree establishing a standard agreement on creative cooperation between the VUZ's and the vocational and technical schools. The students received practical teacher training at the schools for the first time this year.

A number of VUZ's have finished making up work programs and training methods charts for the disciplines. The development of methodological aids and instructions for performing degree, course and laboratory projects is being completed. Experience has shown that the training methods charts help to plan the training process more precisely and organize the independent work of the students more efficiently.

Attaching great importance to intra-VUZ control, the VUZ's have compiled a plan for verifying all types of work (training, indoctrinational, methodological and scientific research) of their subdivisions at all levels. This makes it possible to determine the conformity of the specialists' training level to those objectives and tasks which have now been set for them.

Turkmen University was one of the first to begin implementing the reform, taking a position of leadership in this matter as a university should. The university trains specialists in 12 fields, ten of them pedagogical specialties, and considerable experience has been accumulated there in training teachers for rural and urban schools. The scientific methods and research work performed with problems of the higher and secondary school has been stepped up markedly of late.

The Turkmen Philology Department is working on training aides for a practical course in the Turkmen language for students in the Russian groups and for the Persian language. A VUZ textbook on the history of Turkmen literature (Part 1) and a training aid for the course "The Fundamentals of Scientific Research" have been published, as has a program for the humanities departments of Turkmen literature. The Russian linguistics department is working on a practical language course for the national groups at VUZ's.

Training methods aids have been prepared for the ecology of animals and agricultural entomology (the biology department), as well as a collection of test projects in chemistry and a guide to general and inorganic chemistry (the chemical department). The physics department plans to write 12 training methods aids during the period 1984-1990, which will precisely define the basic terms and concepts of physical science, taking into account the latest achievements in this field. It is also working out methodological instructions for developing the students' world-outlook during the study of the general scientific and special disciplines.

The department of pedagogics and psychology has issued methodological instructions for students receiving practical training: "Conducting Extra Curricular Work at the School," "The Pioneer Summer" and others. The department is beginning a study of the problem "The Substance, Forms and Methods for Developing a Scientific and Materialistic World-Outlook in Pupils." The Russian linguistics department has included in the long-range plan of scientific research work a comprehensive examination of the problem of the functional-semantic description of the Russian language in comparison with the Turkmen language, with a view to improving the teaching and the study of the Russian language in the republic.

It is planned to include in the students' scientific work more extensive study of the progressive experience of schools, school Komsomol organizations and children's extra-scholastic establishments, and to discuss the results of studies performed in scientific groups and at scientific conferences.

With respect to providing the school with more effective, direct assistance, the university instructors have begun actively working out new school study plans and programs, and preparing training literature. New Turkmen language textbooks have already been issued for the fifth-sixth and seventh grades in the Russian school; English and German language textbooks have been prepared for students at Turkmen schools, as well as an aid for teachers on methods of teaching a foreign language; and textbooks on the Russian language and literature for the national schools are being reprinted. Instructors in the Russian Philology Department are helping to prepare them. The following methodological aids have been prepared for the teachers: "The Performance of Complicated Tasks in Organic Chemistry," "Methods for Teaching Chemistry," "The Organization and Performance of Independents Work by the Students in the Study of History," "Methods for Organizing and Conducting Field Trips, Taking Local Conditions Into Account," and others. The Soviet literature department is preparing the aid "Russian Creative Literature in the Aesthetic Education of Turkmen School Children."

A permanent consultation center has been set up in the department of pedagogics and psychology, which coordinates all scientific pedagogical research and involves experienced instructors from the schools, tekhnikums, vocational and technical schools in this work.

The university's sponsorship ties with rural schools, vocational and technical schools are being expanded. Students are being extensively involved in the realization of these ties. The sponsorship activities of the biological department is of considerable interest. A sponsorship section has been set up in each course there, which is assigned a specific school.

Extensive job orientation measures have been outlined and are being implemented. The future teacher's school which functions under the department of pedagogics and psychology is helping with the selection of secondary school graduates for the pedagogical specialities. Students from schools in the city and nearby villages are being involved in it. The university's schools of the young physicist, mathematician, linguist, legal expert, and so forth, have become more active; and a section for Russian and Soviet literature in the scientific society of students is being opened in the Russian Philology Department. Its 3-year program is designed for students in grades 8 through 10 and provides an in-depth study of the works of Russian and Soviet writers. The university is providing sponsorship assistance to three pedagogical schools. The new Ashkhabad Institute has been given assistance in selecting qualified instructors, completing the library, setting up language study laboratories with recorders, and so forth.

The university also provides the republic and city institutes for the advanced training of teachers with constant assistance: Its instructors presents lectures for the teachers on problems of pedagogics and private teaching methods, and ties with the Pedagogical Institute in Chardzhou are being strengthened.

All of this constitutes only the first steps. A great deal of work lies ahead. We still have to think out, refine and coordinate many things, and most importantly, to put our large plans into action.

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EDUCATION

PROBLEMS IN ATTRACTING STUDENTS TO TIMBER INDUSTRY DISCUSSED

Moscow LESNAYA PROMYSHLENNOST' in Russian 19 Mar 85 p 3

[Article by L. Bogdanova and commentary by V.A. Turkina, chief of the Administration of Leading Cadres and Educational Institutions of the RSFSR Ministry of the Forestry Industry: "The Master of the Forest Today and Tomorrow"]

[Text] The profession of a forestry master is an attractive one. It would seem that in our era of active concern for nature and vigorous debate on ecology, it should be an extremely prestigious one. Here are a few figures, however, which evoke sad reflection. With the development of areas in Siberia and the Far East, the need for forestry personnel has grown by almost 5,000 workers under the current five-year plan. The number of specialists trained at educational institutions of the RSFSR Ministry of the Forestry Industry is dropping, however. Last year, for example, instead of the 60 students specified in the plan, 18 were recruited with difficulty for the Forestry Industry Department at the Kalashnikovskiy Tekhnikum in Kalinin Oblast. Out of 3,500 specialists turned out annually by Russia's tekhnikums, around 700 never reach their designated stations. What is the matter? Why is it that an occupation which has been described so romantically in literature and film is becoming increasingly unattractive to the youth?

My unpleasant conversation with Sergey Savel'yev, forestry officer in the Muromtsevo Forestry Section in Vladimir Oblast and recent graduate of the local forestry industry tekhnikums, began with a discussion of these questions.

"I was born in the country, and I have known and understood the forest since childhood. For me there was no question as to where I wanted to go for training after completing school. We had 35 students in our course at the beginning, but only 24 completed the training. Many young people ended up at the tekhnikum by chance. Some of them left immediately, while others managed to remain until they received their diploma. It was all the same, however, for none of them came to work in the forest. When I took on the duties of a forestry technician after being discharged from the army, I immediately inquired as to which of my former classmates had remained true to the profession. It turned out that only seven of us were working in the forestry industry. Some of them had gone to work

at a plant, while others had found office jobs. The girls had gotten married. There are many reasons for this, not the least of which are the modest earnings (a forestry technician receives 110 rubles). And there is a lot of work: The list of main jobs in the forest section takes up two typewritten pages. There are ordinarily not enough workers, but the plan has to be fulfilled. It is not an easy job, life in the forest is different and isolated. Not everyone can stand it. A special character and spiritual makeup is needed.... When we received practical training while at the tekhnikum, everything seemed clear to us. We were far removed from the real problems and tasks, however. The encounter with reality proved to be a serious test for many. Young people are now coming to me for their practical training. I take a good look at each of them and try to figure out whether they love our Russian forest, how accustomed they are to the forest and to working in it, how prepared are they for the future deprivations and difficulties, whether they will become my comrades-in-arms, passionate defenders of the forest...." The Muromtsevo Forestry Industry Tekhnikum was established only recently. There was a reason why it was decided to do the combining (an educational institution with an experimental forestry station): to bring the training closer to the practical experience and build up the tekhnikum's facilities, in order ultimately to provide for at least half of the forestry section's production plan to be fulfilled by the future specialists. Everything is at the development stage right now. The tasks set by the school reform require a fundamental restructuring in many areas. The materials and equipment base of the forestry section is being modernized--the future specialists must train with modern technology and equipment. The training buildings and the student housing are being renovated.

Who is coming to the tekhnikum to study today? Mainly 14-year-old adolescents with little understanding of their future profession. A year or so later, they understand that forestry involves self-sacrifice and difficult work. This discovery is a step into the profession for some, a step out of it for many. Such losses are inevitable. Why are they so large, however, and why is this process of the adolescent's selection of a place in life practically undirected? Why are the production workers, who have an interest in renewing and increasing the cadres, taking such a small part in the job-orientation work with school children?

The RSFSR Ministry of the Forestry Industry issued Order No. 55 on 24 March 1981. It states precisely how many of its grant-aided students each forestry oblast must send to the nation's forestry industry tekhnikums. This order has never once been fulfilled. During the first 3 years of the five-year plan, the enterprises have sent only 37 of the 333 people specified in the plan to the Muromtsevo Forestry Industry Tekhnikum. This academic year, Smolensk, Kaluga, Ryazan, Gorkiy and Ivanovo oblasts have sent only one person each to Muromtsevo for training. Of 110 people who were supposed to come to the tekhnikum under special programs, only 19 have showed up. So it has been necessary to send tekhnikum teachers and supervisors on expensive trips throughout the nation to find grant-aided students and fulfill the recruitment plan by any means possible.

More than half of the students at this tekhnikum are from the Ukraine. Past experience has shown that they will return there. There continues to be a surplus of workers in some places, but there will not be enough middle-level specialists in Ryazan, Ivanovo or Kalinin oblast.

"The most practical way to provide the personnel for the branch is through the enterprises," N.Ye. Sadokhin, director of the Muromtsevo Forestry Industry Tekhnikum believes. "We recruit them and fill the departments each year, but there will be little ultimate payoff for Russia's forestry industry. The enterprise directors are doing little to help us. At the same time, they will call us up and tell us with concern and hope that when it is assignment time, they want to be here."

Let us take a look at the schools in Vladimir oblast. One rarely sees a display describing the life and work of the local timber procurement establishment or about its outstanding workers. Nor do the directors of the establishments visit the schools. Where are we to get the cadres? There are school forestry sections. It would appear that the potential grant-aided students from the enterprises would be developed there. Last year, however, not a single person came to the tekhnikum from the members of the school forestry sections.

Perhaps at another level, in the course of the practical production or pre-graduation work, the leaders of the timber procurement establishments are becoming involved in the training of the future specialists? Under agreements concluded by the tekhnikum with the timber procurement establishments, the latter commit themselves to organize and supervise the practical training of the tekhnikum students. Formerly, all of the provisions are met--the young people come and are assigned to someone. However.... Sergey Savel'yev himself honestly admitted that the production worker has no time to engage seriously in the practical training of the students. Furthermore, there is little faith that they will then come to work permanently in the forest.

And so this is the situation: They receive the young people with apparent willingness and cordiality and then... "forget" to give them a job or simply use them to make up a manpower shortage.

Oleg Ul'yanov, a 4th-year student, feels that it is important to receive practical training in an outstanding collective, in order to learn how production should be set up and to take a direct part in the organization of forestry operations, in order to have an experienced supervisor alongside.

"At first I was received like an uninvited guest at the Melenki Timber Procurement Establishment. They did not know what to do with me," Oleg told me. "And then forestry officer Andrey Aleksandrovich Shvetsov asked me whether I knew how to mark off a felling area and how to make a materials and financial assessment. I did it all correctly, and he was surprised. He began to watch me more closely and to assign me serious jobs. We parted as friends. I would like to go back there to work with him, of course, but my assignment is in the Gusev Timber Procurement Establishment. I have looked it up on the map. It would appear to be a nice settlement. I will be an assistant forestry officer. I will only get settled in before it is time to go into the army, though...."

Oleg is one of the most promising future graduates. He loves the forest, is very knowledgeable and has a strong character and organizational abilities. He will fit in and faithfully perform any job, of course. Things would be far more reliable and certain, however, if they could expect Oleg at the timber procurement establishment, if they prepared housing and a job for him before he completed

his service, so that he could know definitely that people were counting on him. As they are counting on Sergey Logvinov, sent for training by the Nadvornaya Timber Procurement Combine. Just as they are counting on Aleksey Bubnov, who received a labor book from the Kasimov Timber Procurement Combine while still in school. Unfortunately, this is not yet a tradition. There are few young people with such a clearly defined goal in life among the graduates of the Muromtsevo Forestry Industry Tekhnikum.

The teaching staff at the forestry industry tekhnikum have clearly defined plans. To eliminate the still-existing gap: but the training is one thing, and the plan for the forestry establishment is another. Director N.Ye. Sadokhin dreams of turning the forest areas into "training grounds" for training and developing the tekhnikum students into specialists. In order for 50 percent of the forestry establishment's production plan to be fulfilled by the students, learning about life, acquiring labor skills and being of real value, there will have to be a complete reorganization, a merging of the training and the production plans.

"This is what happens," complains estimation instructor A.I. Pilipenko. "We go out to reinforce the training subjects with practical experience, to find that it is the season for other types of work entirely. The practical training must be combined with work of benefit to the forest!... We were marking off a felling area for a forestry section. As the instructor, I had a sense of responsibility, and the students put their all into the work. It would have been a good thing if they could have written us out an order. The 'game' would then have become a serious job. There must be stronger ties with production, and this is not yet the case."

In short, there is a lot to be done. We must set up a good nursery. We need forestry equipment for the practical training of the students, testing areas for working with forest crops, a motor vehicle and tractor training ground and a precise joint plan combining training classes with the forestry plan. The collective at the Muromtsevo Forestry Industry Tekhnikum still has a lot of work to do in all these areas....

V.A. Turkina's Commentary

The school reform being carried out in our nation confirmed the correctness of the work we have already begun in the training collectives which prepare mid-level specialists. In the past 2 or 3 years we have combined 15 tekhnikums with experimental training forestry establishments. In accordance with contemporary demands, most of the forestry industry tekhnikums are being modernized, and their physical plants are being strengthened.

The concerns and desires of the teaching staff at the Muromtsevo Forestry Industry Tekhnikum are understandable. The ministry has worked out and is testing a new system of methods, which will make it possible to combine the practical training program with real life, the concerns of production with consideration of the latest achievements in science and technology. Progressive experience is being studied. There is interest in setting up comprehensive practical training in production at the Krasnobakovskiy Forestry Industry Tekhnikum in Gorkiy

oblast. The students there fulfilled last year's plan of forestry work by 61.4 percent. The figure was 126.7 percent for forest cultivation operations. A total of 35,140 rubles worth of work was performed, compared with the planned 24,800 rubles. The students are demonstrating on the job that they are specialists with an understanding of the job and of production.

The question about a goal-oriented approach to the recruitment of students for the tekhnikums is perfectly justified. Many poorly prepared adolescents are presently coming there by chance. The task is one of drawing more young people from the school forestry sections. Each group of graduates should prepare a replacement for itself. We must monitor the enterprises' fulfillment of their plan for sending grant-aided students for training more strictly. Here are some figures: the Kareli Administration fulfilled this assignment by only 4 percent for the current training year, the Kursk Administration--by 10 percent, the Saratov Administration--by 9 percent, the Sverdlovsk Administration--by 12 percent, the Kemerovo Administration--by 17 percent, and Tyumen sent one person instead of 30.

There are unquestionably also other examples of enterprises and educational institutions being linked closely and productively. B.A. Shubin, chief of the Chelyabinsk Administration, has signed an order on the assigning of base enterprises to specific schools and school forestry sections, and has set up a labor and rest camp at a forestry establishment, understanding that the training of personnel is one of the most important directions in the production work. Two shops have been allocated for the young people at the Kamskoye Timber Procurement Establishment in the Tatar ASSR.

The modern forestry master must possess both physical strength and a vast amount of knowledge, be both a good organizer of the production process and an economist. He must have a talent for seeing and understanding beauty, and arrange his relations with nature so as not to harm and not to spoil it. This is how both the tekhnikum directors and those in charge of the forestry and timber procurement establishments would like to see the future specialists. In order for this to be, however, both will have to apply a great deal of effort, ability and spirit.

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DEMOGRAPHY

DEMOGRAPHIC PROBLEMS CAUSE CONCERN IN LATVIAN SSR

Moscow SOTSIALISTICHESKIY TRUD in Russian No 3, Mar 85 pp 78-85

[Article by V. Chevachin, chairman of the State Committee for Labor of the Latvian SSR: "Demographic Policy in the Latvian SSR"]

[Text] The Communist Party has always devoted a great deal of attention to carrying out an active demographic policy. The 26th CPSU Congress gave the aim to state agencies of a detailed development of a program for the planned regulation of the reproduction of the population that takes account of social and economic development. The decisions of the party and government on population, especially the 1981 Decree of the CPSU Central Committee and USSR Council of Ministers, "On Measures to Strengthen State Assistance to Families with Children," show how great the state's interest is in creating the conditions and the prerequisites which ensure the continuity of generations and the growth of the population.

In the Latvian SSR, where the demographic situation in the 1960s and subsequent years developed less favorably than in a number of other union republics, changes occurred in the field of population which demanded the active intervention of party and state agencies and of public organizations. Of the complex of problems connected with the study of population in the Latvian SSR, the most important one is reproduction. The statistical data shows that the marriage and birth indicators are lower, and that the instability of marriages and the aging of the population is higher than in other union republics. Thus, after a certain rise in the birth rate during the postwar period, beginning with the 1960s and during the subsequent 20 years the tendency for a decrease in the birth rate had been a stable one.

Toward the beginning of the 1980s the birth rate had reached a level which, practically speaking, would no longer be able to cover the mortality indicators, that is, things were moving toward a cessation of the natural growth of the population. Such a situation, for example, had developed in the republic's rural areas where from 1969 until recently there has been a natural population loss. The materials of the 1979 All-Union Population Census showed that by the end of her fertile age the average woman in Latvia had 1.6-1.7 children, while in the cities the numbers were even lower. These indicators are lower than the norm for the simple renewal of generations.

The number of people in the younger generations in the structure of the republic's population prove to be less than the number of people who are reaching pension age. As a result, the problem arose of replenishing the economy with labor resources. Inter-republic population migration which had partially helped to satisfy the needs of the economy for labor resources began to come to an end. As a result, a very unfavorable demographic situation developed, a situation which became exacerbated toward the end of the 1970s.

Measures which have been adopted in recent years have made it possible to improve the situation. In 1983 we succeeded in somewhat raising the birth rate level and the natural growth of the population. This fact reflected the embodiment of the unified direction of state, family, and personal interests. We began with the fact that as early as the second half of the 1960s special research was conducted by us which helped to work out a scientifically substantiated system of measures and to define the directions of the activization of demographic policy.

In 1980 the Central Committee of the Communist Party of Latvia and the Council of Ministers of the Latvian SSR examined and approved a complex of measures to stimulate the natural growth of the republic's population. Party, state, and government agencies and public organizations concentrated their chief attention on the creation of favorable conditions for the reproduction of our population. The family--the chief element through which and by means of which demographic policy is realized--was placed at the center of attention. Increased concern for newlyweds and, above all, for women, a limitation of working time for mothers with small children, an expansion of the network and improvement of the work of childrens' preschool institutions, schools with extended-day groups, and of domestic services, and the creation of a favorable social situation which fosters an increase in the prestige of motherhood and fatherhood--this is a far from full list of the measures which had to be carried out.

All of these problems were and are being solved at various levels, including by local agencies of power. In recent years sessions of rayon and city Soviets of People's Deputies and meetings of executive committees have begun to more frequently examine the questions concerning additional measures for the protection of maternity and childhood, the education and vocational training of pupils, an improvement in working conditions for women, rest, assistance to families with three and more children, the construction of childrens' preschool institutions and of housing, and others. The permanent commissions on health protection and social security of the local soviets, jointly with women's councils, have activated their work on surveying the housing and domestic conditions of families and providing material and moral assistance to families with many children.

These problems are being solved most actively in Riga. Thus, the party gorkom and the gorispolkom adopted a joint decree on the demographic situation and on measures to stimulate natural population growth. In accordance with the plan of measures which was worked out in each rayispolkom of the city, privileges in waiting on line to receive housing have been organized for families which

have three and more minor children living with their parents. When apartments are distributed at one's place of work preference is also given to families with many children. Almost 57 percent of the children of preschool age have been provided with childrens' preschool institutions. Mothers who are at work in social production and who have three or more children below the age of 16 are provided with annual leaves at times which are convenient for them. Families with many children are the first to be allotted garden plots, and free authorizations to sanatoriums, rest homes, boarding schools, and pioneer camps. The network of trade enterprises with an assortment of goods for children has been expanded. Families which have four and more children enjoy privileges in purchasing foods through order tables. Much time is saved by families with many children by making use of the right they enjoy to the out-of-turn receipt of privileges at domestic services enterprises. Similar work is being performed in other cities and rayons of the republic also. The fulfillment of the decisions which have been adopted is taken under control by local agencies of power and by the public.

The Latvian Republic Council of Trade Unions, jointly with the State Committee for Labor of the Latvian SSR, have developed and approved a Standard Regulation on Commissions for the Protection of Motherhood and Childhood which have been created at most of our enterprises, institutions, and organizations. Measures aimed at improving the working and living conditions of women and of strengthening the protection of motherhood and childhood are included in the collective contracts, and effective control over their realization has been organized.

At most enterprises and construction projects the shifting of women from jobs which are not characteristic of their organism is being concluded. With the fulfillment of the assignments provided for in the republic overall program, "A Curtailment of the Use of Manual Labor in Industry and Other Branches of the Economy of the Latvian SSR for the Years 1981-1985," there will practically be a complete elimination of heavy physical labor by women, and also their enlistment in jobs with unfavorable and harmful conditions.

In order to decrease the workload of women with domestic affairs large possibilities have been granted to them for studying, rest, and for the care of their children at republic enterprises. There is now taking place the extensive introduction of measures to improve the forms of domestic services, which, in their turn, help to strengthen labor discipline, reduce labor turnover, and create stable work. For example, on the territory of the "Dzintars" Production Association at which basically women work there is a plant House of Domestic Services. Here one can drop off shoes to be repaired and clothing to be dry cleaned, purchase ready-made knitted and woven products or order them on the basis of demonstration models, make up orders for the tailoring of clothing and the making of footwear, and make up orders for the manufacture of soft furniture which is delivered to one's home. Service workers sand floors, and insulate doors and windows for the winter. The workers of the association have at their service a splendidly equipped medical point, a barber shop and beauty parlor, and convenient domestic services installations.

An overall solution of the social and domestic services problems at the "VEF" Production Association has made it possible to sharply decrease losses of working time by workers and, especially, by women. A wide network of specialized enterprises has been developed here: plant cafes, dairy and coffee bars, pel'meni and blinny counters, vareniki counters, pastry counters, and national cuisines. And it has already become customary at these culinary departments and stores to be able, through the orders table, to buy foods, partially cooked goods, and finished culinary and confectionary products. Such new forms of services as the release of goods on credit, the delivery of food to the homes of families with many children and of labor veterans, and the setting up of holiday tables at homes on family celebration days are also successfully being practiced at VEF.

And there are already many enterprises at which a solicitous attitude toward the workers, especially the women workers, can be felt--they include the production associations "Radiotekhnika," "Al'fa," "Kommutator," and the plants "Kompressor," "Straume," and others.

The searches and the experience of the inhabitants of Riga received a high evaluation from the participants of an all-union seminar which was held in Riga. The seminar was devoted to a study of the work connected with improving public catering and domestic services for workers at production which, naturally, has a positive effect upon improving the working conditions of women, makes their work easier, and allows them to devote more attention to their families and to the upbringing of their children.

The strengthening of marital relations is of especial importance. It is known that the happiness of the family depends upon the social orientation of its members, the psychological orientations in the family, the behavior of the husband and wife, and the relationships existing between parents and children. The socialist way of life is best strengthened and perfected through the family, as is the realization of demographic policy. This is why not only each separate individual, but the whole of society is interested in the stability of marital relations.

Proceeding from these considerations, demographers from the Latvian State University imeni P. Stuchka have taken the initiative of creating a marriage and family service whose competence will include the provision of assistance during the pre-marital acquaintanceship period, assistance to spouses in preventing and eliminating family disagreements and conflicts, including between parents and children, the coordination and achievement of a single methodology for preparing young people for family life, and the composition of draft conclusions with regard to the application of citizens for the adoption of minor boys or girls. It is planned that this service will acquire the status of a state agency for the provision of psychological, pedagogical, and, partly, medical consultative assistance to the family. It is supposed to assist in strengthening marital relations and increasing marital activeness.

Individual elements of this service have already received the rights of citizenship in our republic. Great popularity has long been enjoyed not only

among our people, but also among the populations of other regions of the country by the advertising supplement to the newspaper RIGAS BALSS in which every week acquaintanceship advertisements are published. Around three-fourths of the advertisements are submitted by women, more than half of whom are divorced or widowed, and most of whom are in the ages of 30-60. Many disputes arise around this form of acquaintanceship. As in any matter, there are sometimes "jokers" who, by taking advantage of the trustingness of those who desire to create a family and free themselves from loneliness, and by means of dishonorable methods and deceit engender doubts regarding the usefulness of this kind of form of acquaintanceship. Nevertheless, these costs cannot hinder the chief thing--the search for and the perfection of the ways and forms of acquaintanceship for the purpose of creating and strengthening family and marital relations. The statistics, albeit for the time being modest, confirm the fact that such advertisements produce a positive effect. To the question: "Did the publication of an acquaintanceship advertisement help you in creating a family?" eight percent of the women and every third man replied "Yes."

Many problems of strengthening the family and marriage are the task of health protection. This is understandable: it is responsible for the health of our citizens. In our republic, through the efforts of the Ministry of Health Protection, as early as 1971 a medical marriage and family consultation service was created. As a result, there has been success in eliminating family discord in approximately one-half of the married couples. A struggle against sterility is being waged and, it has to be said, not without results. Treatment helps approximately one-fourth of the patients to come to know the joy of motherhood.

However, the agencies and institutions of health protection are, in our view, still insufficiently active in carrying out our demographic policy. For example, in the Latvian SSR the necessary preconditions are being created for the solution of one of the most important social problems--a shift to the full coverage of the population with medical prophylactic examinations. In 1983 more than one-fourth of the inhabitants of the republic were under constant prophylactic observation, while around one-half underwent periodic prophylactic examinations. The phenomenon is in itself noteworthy and important. At the same time, when prophylactic examinations are given to the population insufficient attention is being devoted to the problems of the family as an important factor in preventing sickness and strengthening the health of the population.

The republic's State Committee for Labor is keeping a careful watch over the positive changes in the field of demography which are occurring. In those places where the work to strengthen the family is performed in an overall and many-sided manner the results are evident. There has been a substantial increase in the birth rate and the number of divorces have decreased in such rayons as Dobel'skiy, Yelgavskiy, gauskiy, Orgskiy, and others. Here there is a change in the psychological climate in the direction of strengthening marital bonds and the creation of a full-bodied and healthy family with two to three children.

Attention is merited by the experience of a number of the republic's farms at which for a long time now the birth rate has been stimulated materially, and also the living conditions of families with many children have been improved (the kolkhozes "Druva" in Salduskiy Rayon, "Adazhi" in Rizhskiy Rayon, "Blazma" in Ventspilsskiy Rayon, the sovkhos "Zemgale" in Tukumskiy Rayon, and others). On these farms provision is made to pay monetary assistance to families which have children, and children are maintained on the basis of public monies in preschool institutions, schools, boarding schools, and others. Families with many children are provided with monetary assistance in the construction and repairing of their housing; moreover, the amount of the aid depends upon the work seniority of the parents and the number of children in the family. Lump-sum assistance is paid to young men who have returned after service in the ranks of the Soviet Army, while those who marry for the first time are given material assistance amounting to 50-200 rubles. Young men and women are educated in VUZes and secondary specialized educational institutions by assignment of the farms which pay them stipends. While on the kolkhoz "Blazma" in Ventspilsskiy Rayon stipends are also paid to correspondence students.

The complex of measures being carried out on these farms is having a positive effect on the dynamics of the size and structure of population. Here, the proportion of younger people up to the age of 30 and children up to the age of 16 is larger than on other farms. The farms do not experience a shortage of labor power.

A curtailment of the flux of the rural population into cities, and the making of cadres permanent in the villages represent an important precondition for the successful realization of the measures of demographic policy, and also the fulfillment of the tasks of the Food Program in the republic. However, today the solution of the problem of the size of the rural population depends not only on curtailing flux, especially of the youth, but also upon the creation of conditions which stimulate the influx of labor power into the village. An example may be taken from the experience of the sovkhos "Shkyaune" in Kraslavskiy Rayon which in the past had been economically weak and where a whole complex of measures to improve working and living conditions in the village were carried out. The construction of a swine breeding complex, of a new school, a housing block, a kindergarten, and a restaurant—all of this promoted the stabilization and the attraction of cadres. During three years of the 11th Five-Year Plan the number of workers increased here by 150 people; there are many young people on the farm. In the republic as a whole, the number of people working in agriculture increased by 2.1 percent during this same period.

The experience which has been accumulated in the republic leads one to the thought that the state of the socio-demographic development of a region, city, or rural area should be dealt with as strictly as the fulfillment of production assignments. Then it would be possible to avoid many negative phenomena of the kind which have taken place, for example, in the cities of Olayne and Livany where there has occurred a sharp disproportion in the development of industrial enterprises and organizations to provide services for the popula-

tion, the construction of housing, preschool institutions, the rail and transportation network, and so forth. About the creation of what kind of families can one talk when there were not even enough dormitories. It became necessary for the correction of these omissions to become the work of the gorispolkoms jointly with the republic's Gosplan and Gostrud and other state agencies.

For the time being in most of the rayons and farms work in the field of the development of demography is organized on the basis of enthusiasm. There is no clear system and no evaluative criteria in it. Poor work is done in generalizing and scientifically analyzing the most effective forms and methods of demographic policy. We are not succeeding today in exercising a positive influence on the stability of marriages. The number of divorces in the republic continues to be high, especially among the youth. And this is not accidental. When he enters the big world a young person has a great deal of knowledge and is able to do much. And it seems that everything is known to him about the family, while, at the same time, everything is new. The cares about domesticity which pile up after the wedding, a not always well-ordered life, material difficulties, and the birth of the first child sometimes take young people who are not ready to skillfully solve life's affairs by surprise. Not everyone endures life's first difficulties, and, as a result, there is a divorce. At the moment of the creation of a family we still see the effect of the moral unreadiness of young people, their habit of hiding behind their parents' back during difficult moments, their inability to overcome difficulties, and their inability to forego their personal interests for the sake of the family's interests.

A study of this process, long periods of reflection, numerous meetings with parents and young people, conversation, and controversies have led to an unambiguous conclusion: young men and women should begin to prepare themselves for family life in school. Toward this end, beginning with the 1981/82 school year the subject "Foundations of Family Knowledge" was introduced for senior graders in all of the republic's general educational schools.

The associates of the Scientific Research Institute of Pedagogics of the Ministry of Education of the Latvian SSR, jointly with doctors, psychologists, legal experts, and other specialists have developed the syllabus for a course on the sexual education of young people and their preparation for family life. The course includes the following elements: the family in developed socialist society, the family and law, the psychology of the family, the hygiene of family life and sexology, family aesthetics, the pedagogy of the family, the organization of the family budget, and others.

Great assistance in preparing young people for marriage and in increasing the culture of interrelations in the family is supposed to be exercised by the people's university youth faculties "The Youth on Marriage and the Family" which began to operate in 1981 in all of the rayons of the republic. The course's thematic plan is calculated for two years. The students become acquainted with the history of the development of marriage and the family and make clear their social functions in socialist society. Certain aspects of premarital relations are examined in detail, while much attention is devoted

to the interpersonal relations of the young spouses, to basic life in the young family, to the medical-biological aspects of marriage, and to children in the family.

People's universities of pedagogical and medical knowledge in which almost 140,000 people are being taught have a definite role in solving demographic problems. Universities of law, culture, and others are also popular.

Extensive lecture work on propagandizing the Soviet way of life, the various aspects of marriage and the family, and medical and pedagogical problems which are aimed at increasing the prestige of motherhood and fatherhood is being carried out by the republic society "Znaniye." Last year alone almost 2,300 lectures were given on the given problem by doctor lecturers in labor collectives, houses of culture, clubs, and young peoples' dormitories.

Propaganda-educational work which is conducted by the mass information media has become appreciably more active. Every year books are published on the problems of the family, marriage, and other demographic problems. In many newspapers these topics are assigned a special page. A number of radio and television programs, and also films, have been made which tell about the role of family traditions in the education of children, and about the influence of the social and economic changes which are occurring in the town and in the village on the size and style of the family, and on an exacerbation of the demographic situation in the future development of the economy. The Latvian television broadcasts "Our Family," and the Latvian radio broadcast "In the Family Circle" have become popular. A great deal of attention is being devoted to this topic also in such popular radio and television programs as "Dzirkstele", "Microphone," "Dialogue," "Mosaic," and others.

All the practical work is performed in close contact with scientific and scientific research organizations. They provide assistance in the development of methodological recommendations, and they carry out scientific symposiums and conferences. The Institute of Economics of the Academy of Sciences Latvian SSR coordinates the demographic research in the republic and organizes an exchange of information on the preparation and results of completed research which is performed by various institutions and organizations.

The realization of measures to improve the demographic situation is ensured by the organizational work of agencies of branch and territorial planning. Active participation is taken in it by the State Committee for Labor of the Latvian SSR which studies the problems of population reproduction and its living and working conditions. Recommendation material which has been prepared on the basis of the research is examined in the republic's Council of Ministers and is assigned to local agencies of power for the adoption of measures. An important direction of the work of the republic's Goskomtrud is methodological support for work in the field of demographic policy. Thus, together with the Institute of Economics of the Academy of Sciences of the Latvian SSR a methodology has been worked out for studying the demographic situation in a rayon and city.

The many-sided work to activate demographic policy has yielded its first positive results. In the republic there has been a tendency toward a rise in the birth rate and in the natural growth of the population. During the years 1981-1983 the natural growth of the population came to 18,100 people. Moreover in 1983 more than 40,000 new citizens were born; this is the highest level of the birth rate in the last 20 years. In order to achieve such a growth with the previously existing birth rate more than six years would have been needed. The proportion of families with two children has increased from 32.7 percent in 1979 to 37.2 percent in 1983, and the proportion with three children--from 8.6 to 10.2 percent.

An analysis of the measures which are being carried out also shows that this positive tendency in the field of demographic policy should also be given a stable and long-term character. Consequently, it is necessary to think about the future and to forecast it. Whereas in the past many of the problems were solved indirectly and by the way, now it is necessary to develop a harmonious scientifically founded system of population reproduction.

This is why a decision has been made in the republic to begin the development of a republic overall special-purpose program, "The Population of the Latvian SSR for the Years 1986-2000." Its goal is to ensure a constant renewal of the population, an increase in average longevity, a rise in general educational and vocational levels, and the provisioning of the republic economy's need for labor resources.

The State Committee for Labor of the Latvian SSR has taken the role of the client of this program; it is also the chief coordinator. Ministries and departments, around 50 republic organizations, and scientific and scientific research institutions took part in its development. They include the Central Statistical Administration, Gosplan, the Ministries of Health, VUZes, and Education, the State Committee for Publications, the State Committee for Television and Radio, the State Committee for Universities, and others.

The program includes organizational measures connected with a fuller satisfaction of the population's needs for labor, education, rest, socialization, and the various services which are within the competence of the republic; it includes preparatory work for a further improvement and introduction of new normative acts of demographic policy; and it also includes scientific research on the problems of population which is necessary for the substantiation of the measures which are recommended. It consists of eight programs: an increase in the birth rate and a strengthening of the family, an increase in longevity, a rise in the cultural and educational level, the optimization of employment, an information program, the training of cadres, scientific support, and an educational propaganda program. Measures are included in it which are realized by the republic: an expansion of the network of family consultation points, an improvement of the forms of providing services to the population and of the distribution of housing, an activation of the struggle against alcoholism and the propagandization of a healthy way of life, the development of a material base for active rest and culture, the dissemination of flexible forms of employment for mothers with small children and for pen-

sioners, and so forth. Along with general republic measures, the overall program includes the development and realization in the rayons (cities) of measures which ensure the real accessibility of the planned privileges and services for the population of the entire subordinate territory, and also an expansion of the problems of population reproduction which are specific for each region of the republic. However, on account of a lack of experience in creating social programs which reflect the various aspects of the development of population, we come up against difficulties connected with defining the structure of the program as a whole, and also the planned measures in essence. The organization of an administration for the fulfillment of a program is made the responsibility of the Central Coordinating Commission whose membership includes responsible workers from the Council of Ministers, Gosplan, Gostrud, and other ministries and departments of the republic. The working groups are led, as a rule, by the leading workers of ministries and departments.

The draft Program "The Population of the Latvian SSR for the Years 1986-2000" is at the present time undergoing finishing work, while its individual propositions are being made more precise and are being concretized. The complex of measures to improve the demographic situation in the republic is constantly being expanded and added to and enriched with new forms and methods.

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GENERAL

GOSSNAB OFFICIAL ANSWERS READERS' QUESTIONS ON DISABILITY PAY

Moscow MATERIAL'NO-TEKHNICHESKOYE SNABZHENIYE in Russian No 3, Mar 85 pp 76-78

[Interview with Ye. M. Tsimakhova, Senior Expert, Legal Department, USSR Gosnab, under rubric "Our Consultations": "Disability Benefits"]

[Text] In the consistent implementation of the tasks posed by the CPSU Central Committee and the Soviet state in raising the standard of living of the Soviet nation and protecting the health of the workers, an important role is played by the development of Soviet legislation in the area of state social insurance. Article 13 of the USSR Constitution stipulates the right of citizens of the USSR to receive material support in their old age, in the event of illness, in the event of complete or partial loss of their ability to work, and also in the event of loss of the breadwinner. All these questions are regulated by the Statute Governing the Procedure for Paying State Social Insurance Benefits, which was approved by the 12 November 1984 decree of the AUCCTU Presidium in conformity with the 23 February 1984 decree, No. 191, of the USSR Council of Ministers and the AUCCTU.

Readers' questions that arise concerning the payment of benefits in the event of the worker's illness are answered by Ye. M. Tsimakhova, Senior Expert, Legal Department, USSR Gosnab.

Question: What state social insurance benefits are paid to workers and employees?

Answer: There exist special types of benefits: benefits for temporary disability; benefits for pregnancy and childbirth; benefits for birth of a child; child-care benefits until the child has reached the age of one year; benefits for children in poorly provided families; and burial benefits.

Question: In what instances are benefits paid for temporary disability?

Answer: These benefits are paid: in instances of disease (injury) involving the loss of the ability to work; in instances of treatment at a sanatorium or health resort; in the event of disease of a family member who must be taken care of; in the event of a quarantine; in the event of temporary transfer to another job as a result of illness caused by tuberculosis or an occupational

disease; in the event of the fitting of a prosthetic device with the person's being admitted to the in-patient department of a prosthesis and orthopedics enterprise.

Question: What is the basis for authorizing benefits for temporary disability?

Answer: The basis for this is a medical certificate (disability certificate) issued in the established procedure by a physician.

Question: When does the payment of temporary disability benefits begin?

Answer: Payment begins on the first day of loss of ability to work, and continues until that ability is restored or until the establishment by a board of medical and labor experts that the person is disabled, even if, at that time, the worker or employee has been discharged.

Question: Is the benefit paid retroactively?

Answer: The benefit is paid if request for payment was made no later than six months after the day when the person's ability to work was restored or the establishment of the person's disability, the end of a maternity leave, the birth of a child, or day of death. Retroactive payment is made for no more than 12 months until the day of requesting the benefit.

Question: In what instances does a worker have the right to receive the benefit?

Answer: The benefit is paid if the inability to work began during the period of work, including a probation period, and also if the inability to work began on the day of discharge.

Question: Is the benefit paid after discharge?

Answer: In the event of temporary inability to work, the benefit is not paid after discharge.

Question: What is considered to be the day of discharge?

Answer: The last day of work is considered to be the day of discharge.

Question: When is the management obliged to issue the worker a work record book and make a complete settlement with him?

Answer: On the day of discharge, that is, on the last day of work. In the event of delay by the management in issuing the work record book and the making of settlement, the person's last day of work is still considered to be the day of discharge.

Question: How long is the benefit paid if the inability to work began during the period of a dispute concerning the correctness of the discharge?

Answer: If the worker has been reinstated on the job, the benefit is paid from the day the decision was made to reinstate him.

Question: Is the benefit paid in the event that the person became unable to work while en route to his place of work or to a temporary-duty assignment?

Answer: In these instances the benefit is paid if, while en route, the worker had the right to receive wages or per-diem payments, and also to receive travel expenses.

Question: Is the benefit paid to a worker who has been officially accepted for work but who has become ill before that work actually began?

Answer: According to the general rule, the benefit for temporary disability prior to the actual beginning of work is not paid. Instances that constitute an exception to this are instances when a person is proceeding to the place of work if while en route, the worker had the right to receive wages or travel expenses, and also instances of the temporary disability of young specialists who have been sent to jobs on the basis of certificates (trip tickets) issued by ministries (departments) and the Soviets of People's Deputies after graduation from a higher or secondary special educational institution or postgraduate work, to whom the benefit is paid starting with the day designated for the person's reporting in on the job. The payment is made on the basis of the place of work to which the young specialist has been sent.

Question: How is the payment made in other instances of illness during absence from work?

Answer: In the event that the worker has become ill during a temporary suspension of work, during a military training or inspection assembly, or additional leave connected with part-time training, the benefit is paid starting with the day when the worker or employee, after the completion of the indicated period, was supposed to begin working.

Question: Is the benefit paid in the event of illness during the period of a probation period?

Answer: During the probation period, payment for a worker's temporary disability is made on general principles, irrespective of the results of the probation.

Question: What is the effective date of the discharge of a worker who has committed a prolonged absenteeism? How does one resolve the question of paying the medical certificate for a worker who became ill during the period of a prolonged absenteeism and who, prior to his discharge, did not begin to work?

Answer: If that worker did not begin to execute his duties, his discharge begins with the first day of the absenteeism. The payment for temporary disability is not paid in this instance.

Question: What does one do if the worker becomes ill and goes to see a physician after the end of the work day on his day of discharge?

Answer: In these instances one issues a medical certificate that bears the date of the visit to the physician. However, payment does not begin until the next day, since the disability began on the last day of discharge, as is confirmed by the date of issuance of that certificate.

Question: In what procedure is a benefit paid for injury that is not job-related?

Answer: In the event of an injury that is not job-related, the benefit payment begins on the sixth day of disability. If the injury was the result of a natural calamity (earthquake, flood, hurricane, fire, etc.) or the anatomical defect of the person sustaining the injury, the benefit is paid starting with

the first day of disability, through the entire period of that disability, in the general procedure.

Question: Does the duration of the payment of the disability benefit depend on whether the person is working or has already been discharged?

Answer: The duration of payment of the benefit does not depend upon that. It is paid on general principles.

Question: Who pays the benefit in such instances?

Answer: The enterprise, institution, or organization where the worker was assigned at the moment when the medical certificate was issued.

Question: Is the temporary disability benefit paid to workers who have been sent to participate in agricultural operations or to procure products?

Answer: In such instances the benefit is paid on general principles pertaining to the place of basic work.

Question: Is the temporary disability benefit paid to a worker who has become ill during a detached-duty assignment?

Answer: If a worker becomes ill during a detached-duty assignment, he is paid the benefit on general principles. The disease of the person on the detached-duty assignment and the impossibility of his returning to his permanent place of work must be confirmed by a medical certificate that is issued by the therapeutic institution at the place where the worker was located during the illness (USSR SNK [Council of People's Commissars] decree dated 19 June 1940, SP SSSR [USSR Collection of Government Decrees and Regulations], No 16, 1940, Article 387).

Question: What is the procedure for making payments to a worker who has become ill while on vacation?

Answer: A worker who has become ill while on a regular or additional leave is paid the temporary disability benefit for the entire period of the illness, as confirmed by a medical certificate. In such instances the regular or additional leave is extended by the number of days of illness, as confirmed by the medical certificate.

In the event that a worker becomes ill during leave without pay, the temporary disability benefit is not paid. If the disability continues after the end of that leave, the benefit is paid starting with the day when the worker was supposed to begin working.

Question: Is the temporary disability benefit paid if the disability began on the day when the worker was supposed to begin leave without pay?

Answer: In this instance the benefit is paid on general principles, since the leave without pay was not used.

Question: What kind of leaves are additional?

Answer: In conformity with Article 34 of the Principles of the Legislation of the USSR and the Union Republics Concerning Labor, additional leaves are those that are granted to: workers employed to operations with harmful working conditions; workers employed in individual branches of the national economy and having a prolonged work longevity at a single enterprise; workers with a nonquota-rated work day, working in rayons of the Far North and rayons that are equated to them; workers who have been granted such leave as incentive for the fulfillment of state or public pledges, for example, members of volunteer people's brigades, volunteer fire brigades, and in other instances that have been stipulated by the legislation that is in effect.

Question: Is the temporary disability benefit paid if the worker who is on a regular or additional leave has in his possession a medical certificate stating that he has cared for a family member who was ill?

Answer: Inasmuch as the payment of the benefit during the leave is made only if the worker himself becomes ill, the benefit is not paid for the care of a family member who was ill during that period.

Question: Is the leave extended by the number of days of illness for which, in accordance with the statute that is in effect, no payment is to be made but which have been confirmed not by a medical certificate, but by a corresponding statement from a medical institution, for example, in the event of a nonjob-related injury?

Answer: In this instance the worker's leave must be extended, since this extension does not depend upon his right to be paid for the days of illness. Instances that constitute an exception are those in which the person becomes ill as a consequence of drunkenness or actions connected with drunkenness.

Question: Is repeated payment made for the days by which the leave was extended as a result of the worker's illness?

Answer: No, such payment is not made, since the worker completely received his wages before going on leave, and during the days of his illness he is paid the temporary disability benefit.

Question: Is a training leave extended if the worker student has become ill during that leave?

Answer: Since that kind of leave has a specific purpose, it is to be extended only in the event of postponement of the deadline for the taking of examinations or quizzes as a result of the disease, as confirmed by a statement from the educational institution.

Question: What kind of therapeutic institution can issue a medical certificate in connection with a worker's illness?

Answer: As a rule, the medical certificate is issued by the therapeutic institution at the place of residence. If a worker has been permanently assigned to some departmental clinic, he can make his request to a physician in that clinic or at the clinic at his place of residence.

Question: What is the effective period of issuance of the temporary disability benefit?

Answer: The benefit is paid for the entire period of disability, as confirmed by a medical certificate. An exception to this rule is the payment of the benefit to disabled workers.

Question: How is the temporary disability benefit paid to disabled workers?

Answer: In the event of general illness, the disabled workers are paid the benefit for two months in a row and for no more than three months in the calendar year. In the event of temporary disability that has arisen as a consequence of an occupational disease or injury on the job, the benefit is paid until the person has recovered or until reconsideration of the disability group as a result of the new disease.

Question: Can the management of an enterprise discharge a worker during the period of his temporary disability?

Answer: No, the management has no right to do that. That kind of discharge is possible only in the event that that worker is absent from the job because of temporary disability for more than four months in a row.

Question: Is it possible to discharge a worker who has been ill for more than four months in a row if his disability occurred as a result of injury on the job or an occupational disease?

Answer: In that instance the discharge is inadmissible.

Question: Is the discharging of a worker who has been ill for more than four months in a row mandatory for the management?

Answer: No, this kind of discharge can occur in the event that the absence of the worker has a detrimental effect upon production.

Question: Is it possible for a worker who has been absent from the job for more than four months in a row to be discharged after he has returned to work?

Answer" In this instance the discharging of the worker is inadmissible.

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